

# Agenda

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## Council

Date: **Monday 23 July 2018**

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Time: **5.00 pm**

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Place: **Council Chamber, Town Hall**

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For any further information please contact:

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This meeting will also be available via a webcast. The webcast will be available to view on the City Council's website after the meeting.

# Council

## Membership

<b>Lord Mayor</b>	<b>Councillor Colin Cook</b>
<b>Deputy Lord Mayor</b>	<b>Councillor Sajjad Malik</b>
<b>Sheriff</b>	<b>Councillor Craig Simmons</b>

<b>Members</b>	<b>Councillor Lubna Arshad</b>	<b>Councillor Richard Howlett</b>
	<b>Councillor Mohammed Altaf-Khan</b>	<b>Councillor Rae Humberstone</b>
	<b>Councillor Jamila Begum Azad</b>	<b>Councillor Dan Iley-Williamson</b>
	<b>Councillor Shaista Aziz</b>	<b>Councillor Martyn Rush</b>
	<b>Councillor Nadine Bely-Summers</b>	<b>Councillor Pat Kennedy</b>
	<b>Councillor Susan Brown</b>	<b>Councillor Tom Landell Mills</b>
	<b>Councillor Nigel Chapman</b>	<b>Councillor Ben Lloyd-Shogbesan</b>
	<b>Councillor Mary Clarkson</b>	<b>Councillor Mark Lygo</b>
	<b>Councillor Tiago Corais</b>	<b>Councillor Dr Joe McManners</b>
	<b>Councillor Steven Curran</b>	<b>Councillor Chewe Munkonge</b>
	<b>Councillor Hosnieh Djafari-Marbini</b>	<b>Councillor Susanna Pressel</b>
	<b>Councillor Alex Donnelly</b>	<b>Councillor Mike Rowley</b>
	<b>Councillor James Fry</b>	<b>Councillor Christine Simm</b>
	<b>Councillor Andrew Gant</b>	<b>Councillor Linda Smith</b>
	<b>Councillor Stephen Goddard</b>	<b>Councillor Roz Smith</b>
	<b>Councillor Michael Gotch</b>	<b>Councillor John Tanner</b>
	<b>Councillor Angie Goff</b>	<b>Councillor Richard Tarver</b>
	<b>Councillor Mick Haines</b>	<b>Councillor Sian Taylor</b>
	<b>Councillor Paul Harris</b>	<b>Councillor Marie Tidball</b>
	<b>Councillor Tom Hayes</b>	<b>Councillor Ed Turner</b>
	<b>Councillor David Henwood</b>	<b>Councillor Louise Upton</b>
	<b>Councillor Alex Hollingsworth</b>	<b>Councillor Dick Wolff</b>

The quorum for this meeting is 12 members

### **Copies of this agenda**

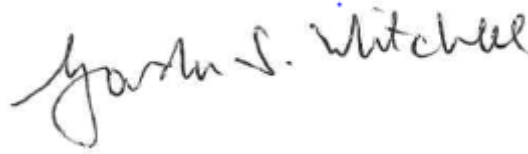
Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

All agendas, reports and minutes are available online and can be:

- viewed on our website – [mycouncil.oxford.gov.uk](http://mycouncil.oxford.gov.uk)
- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at [mycouncil.oxford.gov.uk](http://mycouncil.oxford.gov.uk)

## Summons

A meeting of the City Council will be held in the Council Chamber, Town Hall, on Monday 23 July 2018 at 5.00 pm to transact the business set out below.



Proper Officer

## AGENDA

	Pages
<b>PART 1 - PUBLIC BUSINESS</b>	
<b>1 Apologies for absence</b>	
<b>2 Declarations of interest</b>	
<b>3 Minutes</b>	19 - 36
Minutes of the ordinary meeting of Council held on 23 April 2018 and the annual meeting of Council held on 15 May 2018.	
Council is asked to approve the minutes as a correct record.	
<b>4 Appointment to Committees</b>	
The Head of Law and Governance has been, or may be, notified of changes of membership requested by group leaders to fill vacancies on committees as a result of resignations, changes of group memberships, and the by-election for Headington Ward on 19 July.	
If the by-election causes no change to the political balance and committee seats, Council is asked to approve the following appointments to committees.	
<ul style="list-style-type: none"><li>• East Area Planning Committee<ul style="list-style-type: none"><li>○ Labour seat – to be nominated</li><li>○ Lib Dem seat – to be nominated</li></ul></li><li>• General Purposes Licensing Committee<ul style="list-style-type: none"><li>○ Labour seat – to be nominated</li></ul></li><li>• Scrutiny Committee<ul style="list-style-type: none"><li>○ Labour seat – Councillor Lygo</li></ul></li><li>• Oxfordshire Growth Board Scrutiny Panel<ul style="list-style-type: none"><li>○ Councillors Gant, Henwood, and Simmons</li></ul></li></ul>	
Any change to the political balance and hence to committee	

memberships including those listed above as a result of the by-election will be reported in the Briefing Note.

Nominations to vacant seats will be reported in the Briefing Note or at the meeting.

## **5 Announcements**

Announcements by:

1. The Lord Mayor
2. The Sheriff
3. The Leader of the Council (who may with the permission of the Lord Mayor invite other councillors to make announcements)
4. The Chief Executive, Chief Finance Officer, Monitoring Officer

## **6 Public addresses and questions that relate to matters for decision at this meeting**

Public addresses and questions to the Leader or other Board member received in accordance with Council Procedure Rules 11.11, 11.12, and 11.13 relating to matters for decision in Part 1 of this agenda.

**The request to speak accompanied by the full text of the address or question must be received by the Head of Law and Governance by 5.00 pm on Tuesday 17 July 2018.**

The briefing note will contain the text of addresses and questions submitted by the deadline, and written responses where available.

A total of 45 minutes is available for both public speaking items. Responses are included in this time. Up to five minutes is available for each public address and up to three minutes for each question.



## CITY EXECUTIVE BOARD RECOMMENDATIONS

### 7 Tenancy Strategy and Tenancy Policy 2018-2023

37 - 146

The Head of Housing Services submitted a report to the [City Executive Board on 13 June 2018](#) asking the Board to recommend to Council approval of the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 and associated appendices.

The report and appendices are attached here.

The City Executive Board agreed the recommendations in the report and resolved to **recommend** to Council the Tenancy Strategy and Tenancy Policy 2018-23 and associated appendices presented to that meeting.

Councillor Rowley, Board Member for Housing, will move the recommendations.

**Recommendation:** the City Executive Board recommends that Council resolves to:

1. Approve the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 and associated appendices.

### 8 Q4 2017/18 Integrated Report

147 - 164

The Head of Financial Services and Head of Business Improvement submitted a report to the [City Executive Board on 13 June 2018](#) asking update Members on finance, risk and performance as at the end of the financial year.

The report and relevant appendices are attached here. The appendices are available as part of the [agenda](#) for the City Executive Board meeting.

The City Executive Board agreed all recommendations in the report including the carry forward requests and new bids and resolved to **recommend** to Council that it establish budgetary provision for these.

Councillor Turner, Board Member for Finance and Asset Management, will move the recommendations.

**Recommendation:** the City Executive Board recommends that Council resolves to:

1. Establish budgetary provision of £364k in the General Fund in respect of the new bids shown in paragraph 6 and Appendix D or the report;
2. Establish budgetary provision of £70k in respect of the new HRA bids as detailed in paragraphs 16 to 19 and Appendix D of the report.

## OFFICER REPORTS

### 9 **Scheme of Delegation and Amendment to Proper Officer Designations**

165 - 166

The Head of Law and Governance has submitted a report recommending approval of the Council's scheme of delegation with a change to the Proper Officer designations (Parts 5 and 10 of the Council's Constitution).

The Constitution is available on the [Council's website](#).

**Council is recommended to approve the Council's scheme of delegation as set out in Part 5 of the Council's Constitution with the addition to the proper officer designations set out in the report:**

Local Government Act 1972 Section 234	Signing notices, orders and other documents which the Council is required or authorised to issue by or under any enactment	All Heads of Service.  The Head of Housing will be the Proper Officer for all Council functions transferred to Oxford Direct Services in performance of the role Council Representative (Oxford Direct Services)
Highways Act 1980	Signing notices, orders and other documents which the Council is required or authorised to issue	Highways Client Manager

## QUESTIONS

### 10 **City Executive Board Minutes**

This item has a time limit of 15 minutes.

Councillors may ask the Board Members questions about matters in these minutes:

#### 10a **Minutes of meeting Wednesday 13 June 2018 of City Executive Board**

167 - 176

10b	<b>Minutes of meeting Tuesday 22 May 2018 of City Executive Board</b>	177 - 182
10c	<b>Minutes of meeting Tuesday 15 May 2018 of City Executive Board</b>	183 - 184
10d	<b>Minutes of meeting Wednesday 11 July 2018 of City Executive Board</b>	185 - 188

## 11 **Questions on Notice from Members of Council**

Questions on notice from councillors received in accordance with Council Procedure Rule 11.10(b).

Questions on notice may be asked of the Lord Mayor, a Member of the City Executive Board or a Chair of a Committee. One supplementary question may be asked at the meeting.

The full text of questions must be received by the Head of Law and Governance by no later than 1.00pm on Monday 16 July 2018

The briefing note will contain all questions submitted by the deadline, and written responses where available.

## **PART 2 - PUBLIC INVOLVEMENT AND SCRUTINY**

### 12 **Public addresses and questions that do not relate to matters for decision at this Council meeting**

Public addresses and questions to the Leader or other Board member received in accordance with Council Procedure Rule 11.11, 11.12 and 11.13 and not related to matters for decision in Part 1 of this agenda.

**The request to speak accompanied by the full text of the address or question must be received by the Head of Law and Governance by 5.00 pm on Tuesday 17 July 2018**

The briefing note will contain the text of addresses and questions submitted by the deadline, and written responses where available.

A total of 45 minutes is available for both public speaking items. Responses are included in this time. Up to five minutes is available for each public address and up to three minutes for each question.

**13 Outside organisation/Committee Chair reports and questions**

189-220

1. On behalf of Councillor Upton, the Policy and Partnership Team Manager has submitted a report on the Oxfordshire Health and Wellbeing Board.

**Council is invited to comment on and note the submitted report.**

2. Each ordinary meeting of Council shall normally receive a written report concerning the work of one of the partnerships on which the Council is represented.

The programme of reporting at future meetings is proposed to be:

1 October	Oxfordshire Health Improvement Board Oxfordshire Growth Board Oxfordshire LEP
26 November	Oxford Strategic Partnership
28 January	Annual Report on Oxfordshire Partnerships
29 April	Oxfordshire Children's Trust Board

3. As set out in the Council procedure rules, Members who are Council representatives on external bodies or Chairs of Council Committees who consider that a significant decision or event has taken place may give notice to the Head of Law and Governance by 1.00 pm on Thursday 19 July 2018 that they will present a written or oral report on the event or the significant decision and how it may influence future events.

Written reports will be circulated with the briefing note.

**14 Scrutiny Committee update report**

221 - 233

The Chair of the Scrutiny Committee has submitted the annual report of the Council's Scrutiny Committee for 2017/18.

Council is invited to comment on and note the report.

## PART 3 - MOTIONS REPRESENTING THE CITY

### 15 Motions on notice

**This item has a time limit of 60 minutes.**

The full text of motions received by the Head of Law and Governance in accordance with Council Procedure Rule 11.17 by the deadline of 1.00pm on Wednesday 11 July 2018 is below.

Motions will be taken in turn from the Liberal Democrat, Green, Labour groups in that order.

Substantive amendments to these motions must be sent by councillors to the Head of Law and Governance by no later than 10.00am on Friday 20 July so that they may be circulated with the briefing note.

Minor technical or limited wording amendments may be submitted during the meeting but must be written down and circulated.

**Council is asked to consider the following motions:**

- a. Eco standards in new buildings (Proposed by Councillor Gotch)
- b. Opposition to the Oxford Cambridge Expressway road plans and the expansion of Oxford airport (Proposed by Councillor Wolff, seconded by Councillor Simmons)
- c. Stop Roll Out of Universal Credit, Fix its Impact on Vulnerable People (proposed by Councillor Tidball)
- d. Homelessness (proposed by Councillor Gant, seconded by Councillor Landell Mills)
- e. Supporting a People's Vote on the final Brexit deal (proposed by Councillor Simmons, seconded by Councillor Wolff)
- f. Extending twinning links (proposed by Councillor Tanner, seconded by Councillor Rush)

#### 15a Eco standards in new buildings

Proposed by Councillor Gotch

Liberal Democrat motion

Council wishes to live up to its green aspirations.

Council encourages officers to give consideration to incorporating as far as possible suitable 'green' aspirations into the development of policies in the Local Plan.

Examples of the type of matters to which due consideration may be given could include: improving air quality; electric charging provision; and measures to ensure high quality development.

**15b Opposition to the Oxford Cambridge Expressway road plans and the expansion of Oxford airport**

Proposed by Councillor Wolff, seconded by Councillor Simmons

Green member motion

Council notes the well-attended meeting on climate change held on 12th January 2018 at the Wesley Memorial Church organised by local campaigning groups and addressed by, amongst others, Oxford's two MPs.

Council notes the concern expressed by one of the expert speakers, and in public questions, over the planned Oxford-Cambridge Expressway road, as well as the proposed expansion of the Oxford Airport, both incompatible with achieving climate change goals.

Since the January meeting opposition to the Expressway road has, in particular, grown significantly.

With respect to the airport, the capacity increases that the proposed lengthened runway will deliver, including the encouraging of disproportionately damaging short trips by air, will only lead to a net increase in transport emissions.

This Council has stated its commitment to climate change reduction on several occasions and recognises that all levels of Government must play their part in tackling climate change.

**This Council therefore wishes to state its opposition to the Oxford Cambridge Expressway road plans and the expansion of Oxford airport and asks the Leader of the Council to write to the relevant ministers and Oxford's MPs informing them of these views.**

**15c Stop Roll Out of Universal Credit, Fix its Impact on Vulnerable People**

Proposed by Councillor Tidball

Labour member motion

Last month, the National Audit Office report "Rolling out Universal Credit" highlighted a number of urgent problems about the way Universal Credit works in practice and acknowledges that the Department for Work and Pensions has actually dismissed evidence of difficulties and hardship on claimants 'instead of working with these bodies to establish an evidence base for what is actually happening'. Indeed the National Audit Office (NAO) doubts 'it will ever be possible to

measure whether the economic goal of increasing employment has been achieved'. This, the extended timescales, and the cost of running Universal Credit compared to the benefits it replaces has caused the NAO to conclude that 'the project is not value for money now, and that its future value for money is unproven'.

On 18 May 2018, the Council and Oxford & District Action on Child Poverty, held a conference with local stakeholders to share experiences and learning from supporting Oxford residents on receiving Universal Credit. The meeting included advice organisations, housing associations and specialist support providers from the third sector. This reflected the findings of the NAO and showed the desperate impact Universal Credit is having on vulnerable individuals in our City. It also reflected the Council's own experience in supporting the DWP to deliver Universal Credit.

The following are just some of the dire problems with the operation of and hardship caused by Universal Credit:

- some young people in education have had difficulty in claiming Universal Credit, despite being eligible, particularly those in care and with specialist educational needs and disabilities (SEND);
- the inability to claim Universal Credit when in hospital is delaying discharges for many vulnerable groups, including those with mental health problems;
- prisoners are unable to access computers, so cannot learn how to apply for Universal Credit before they are released. Some types of offender may be barred from accessing digital services even when they are not in custody;
- it is difficult for people with disabilities to arrange home visits when they need them in order to be able to make a claim;
- there is insufficient support for claimants with mental health needs;
- those without ICT and literacy skills need a lot more support than DWP say they do.

The explicit consent rule means that it takes advice organisation four times longer to deal with an issue compared to legacy benefits. Oxford City Council is also experiencing significant additional workloads as a result of Universal Credit. Oxford City Council currently has six full time members of staff dealing with these Universal Credit notifications provided by DWP, but the funding provided by DWP for this work doesn't even cover the costs of one member of staff.

**Oxford City Council calls on the government to stop the roll out of universal credit and urgently work to fix its impact on vulnerable people by ensuring the DWP:**

- 1) Immediately reviews the way support is provided for the vulnerable groups highlighted above;
- 2) Pauses the migration of these customer types while that review is conducted;
- 3) Urgently reduces the burden of work for local authorities created by the provision of unnecessary notices;
- 4) Provide funding to local authority software suppliers to automate the administration of the Universal Credit notices;
- 5) Reviewing the funding arrangements for the work that local authorities are required to do, to support the delivery of Universal Credit. Including, increasing funding for staffing for local authorities supporting migration to UC to a level sufficient to enable local authorities to deliver the effective support for residents migrating to Universal Credit that is needed.

and asks that the Leader makes representations to that effect.

**15d Homelessness**

Proposed by Councillor Gant, seconded by Councillor Landell Mills

Liberal Democrat member motion

Council notes:

- The fantastic work local charities such as Oxfordshire Homeless, Aspire and others do, as well as national charities like Crisis which operate heavily in Oxford, and community/church groups who provide SWEP accommodation.
- Oxford Brookes University and Crisis' joint partnership, designing stable, long-term temporary accommodation for homeless people that could be practically used in Oxford.
- The extra funding made available to Oxford through the Government's Trailblazer initiative
- 61 people are sleeping rough in Oxford, a figure that is thought to be just the lowest estimate, with real numbers likely to be closer to three figures. This is an 85% increase from 2016-17, compared to a 15% rise nationally and 24% rise in the South East of England.
- Crisis estimates the current average number of rough



sleepers in the UK at 9,000. If best practice in rehabilitating rough sleepers was adopted by Oxford City, including flexible options for accommodation and support, we could make a real difference.

Council believes:

- Those who are sleeping rough should be identified as quickly as possible, so as to be helped until they are no longer homeless.
- Emergency accommodation can never be the long-term answer.
- Stable, long-term homeless accommodation is necessary if we're to fix Oxford's homeless issues.
- More can be done to tackle Oxford's homelessness crisis on a local level, despite setbacks relating to national government funding cuts.
- The absence of stable, long-term accommodation can have hugely adverse impacts on both mental and physical health, pushing many people toward substance addiction and crime.
- Tackling homelessness is best done by preventing it from happening in the first place.

**Council resolves:**

- To continue to explore flexible options to accommodate and/or support homeless rough sleepers, including those who have no local connection with city or anywhere else and no recourse to public funds.
- To work with Oxfordshire-based charities and other relevant local stakeholders to provide tens of stable homeless accommodation units, offering a long-term but temporary home to those who are struggling with homelessness.
- To actively consider providing City Council owned land to fulfil this long-term homeless accommodation, particularly looking at land designated for car parks or earmarked for further employment growth.
- Look into innovative methods of building the accommodation, where possible maximising the use of land.
- Ensure there is a clear link between stable housing for homeless people and relevant support services, so they can have access to long-term, high quality support for as long as they need.
- Where possible, use the existing local charities and social enterprises to provide relevant services.

- To work with local charities to ensure mental and physical health and substance misuse support, pre-tenancy training and employment assistance is accessible to all those who fall into homelessness.
- To explore further options that will prevent homelessness in the first place, including expanding help-to-rent schemes and making them more accessible.

### **15e Supporting a People's Vote on the final Brexit deal**

Proposed by Councillor Simmons, seconded by Councillor Wolff

#### Green member motion

This Council notes that:

- More than 70% of Oxford residents voted to remain in the EU
- There are a large number of non-UK EU nationals living in Oxford who remained concerned at the impact of Brexit
- Full Council has passed several motions supporting the various benefits of EU membership
- A report commissioned by Scrutiny's Finance Panel shows a range of negative impacts that a 'bad' Brexit deal could have on Oxford's economy and the City Council's finances
- The recent warning by BMW (who are already building Minis in the Netherlands) that its manufacturing set-up would not be able to cope were Brexit to disrupt cross-border trade; concerns echoed by many other businesses
- Many residents and politicians from the City attended the march in London on 23 June 2018, the second anniversary of the EU referendum, in support of a People's Vote on the final Brexit deal.

This Council also notes that the recent 'Chequers Statement', issued on 6th July 2018 (and the closest indication yet of what a final deal might look like), has managed to alienate both Remainers and Brexiteers alike.

#### **This Council therefore:**

- 1) Wishes to formally add its voice to those calling for a public 'People's Vote' on the final Brexit deal
- 2) Agrees to liaise with the official 'People's Vote' campaign on ways in which it can help promote its petition
- 3) Agrees to write to its MPs expressing its views and asking them to support a People's Vote

and asks The Leader to make representations and write to that effect.

## **15f Extending twinning links**

Proposed by Councillor Tanner, seconded by Councillor Rush

### Labour member motion

Oxford City Council reaffirms its commitment to do all it can to ensure that Oxford remains an international and European city open to all.

Whatever the results of Britain's negotiations with the rest of the European Union, we are determined to strengthen and deepen Oxford's links with other cities inside and outside Europe.

### **To this end we call on the City Executive Board to:**

- a) continue support for Oxford's existing twinning links with Leiden (Netherlands), Bonn (Germany), Grenoble (France), Perm (Russia) and Leon (Nicaragua);
- b) continue to support the Oxford European Association and promote the interests of non-British European citizens living in Oxford;
- c) initiate new twinning links with both Wroclaw (Poland) and Padua (Italy);
- d) initiate a twinning link based on the long-standing friendship between Oxford and Ramallah (Palestine).

## **16 Matters exempt from publication and exclusion of the public**

If Council wishes to exclude the press and the public from the meeting during consideration of any aspects of the preceding agenda items it will be necessary for Council to pass a resolution in accordance with the provisions of Section 100A(4) of the Local Government Act 1972 specifying the grounds on which their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Part 1 of Schedule 12A of the Act if and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

(The Access to Information Procedure Rules – Section 15 of the Council's Constitution – sets out the conditions under which the public can be excluded from meetings of the Council)

**UPDATES AND ADDITIONAL INFORMATION TO SUPPLEMENT THIS AGENDA ARE PUBLISHED IN THE COUNCIL BRIEFING NOTE.**

Additional information, councillors' questions, public addresses and amendments to motions are published in a supplementary briefing note. The agenda and briefing note should be read together.

The Briefing Note is published as a supplement to the agenda. It is available on the Friday before the meeting and can be accessed along with the agenda on the council's website.

## **Councillors 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; licenses 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 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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## Minutes of a meeting of the **COUNCIL** on Monday 23 April 2018

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### **Committee members:**

Councillor Fooks (Lord Mayor)

Councillor Altaf-Khan (Sheriff)

Councillor Anwar

Councillor Brandt

Councillor Chapman

Councillor Cook

Councillor Gant

Councillor Haines

Councillor Henwood

Councillor Iley-Williamson

Councillor Ladbrooke

Councillor Lloyd-Shogbesan

Councillor Malik

Councillor Pressel

Councillor Rowley

Councillor Simmons

Councillor Smith

Councillor Tarver

Councillor Thomas

Councillor Turner

Councillor Wade

Councillor Wolff

Councillor Simm (Deputy Lord Mayor)

Councillor Abbasi

Councillor Azad

Councillor Brown

Councillor Clarkson

Councillor Curran

Councillor Goddard

Councillor Hayes

Councillor Humberstone

Councillor Kennedy

Councillor Landell Mills

Councillor Lygo

Councillor Paule

Councillor Price

Councillor Sanders

Councillor Sinclair

Councillor Tanner

Councillor Taylor

Councillor Tidball

Councillor Upton

Councillor Wilkinson

### **Apologies:**

Councillor(s) Fry, Goff, Hollingsworth and Munkonge sent apologies.

### **Minute's silence and tributes**

Council heard tributes and stood for a minute's silence in memory of former Lord Mayor Pat Stannard who died in late March.

### **103. Apologies for absence**

Apologies are noted in the attendance.

Councillors Goddard, Iley-Williamson and Turner sent apologies for lateness.

### **104. Declarations of interest**

There were no declarations.

### **105. Minutes**

Council agreed to approve the minutes of the ordinary meetings held on

- 29 January 2018
- 14 February 2018
- 19 February 2018

as a true and correct record,

subject to a minor change in Minute 73 to correct Councillor Price's term to 10 years as Leader of the Council.

### **106. Announcements**

The Lord Mayor thanked those councillors standing down at the election for their service to the Council and to their communities.

She announced the upcoming Lord Mayor's Charity dinner on 27 April and memorial services on 4 May.

She reported on her attendance at events including a remembrance ceremony on the 24<sup>th</sup> anniversary of the Rwandan genocide.

The Sheriff reported that new honorary Freemen and a number of apprentices had been admitted.

The Leader of the Council reported she had been honoured to attend the local synagogue for a Holocaust Memorial ceremony.

She also thanked those standing down for their services, and paid tribute to the three long-standing councillors (Councillors Fooks, Price, Sanders) who were stepping down.

### **107. Appointment to Committees**

There were no appointments.



## **108. Public addresses and questions that relate to matters for decision at this meeting**

There were no addresses or questions.

## **109. Highway Maintenance Agreement**

Council considered a report of the Executive Director Sustainable City, submitted to the City Executive Board on 20 March 2018, seeking authority to enter into an Agency Agreement with Oxfordshire County Council to provide highway maintenance services on the classified road network in the City, in addition to the works already undertaken on minor roads under section 42 of The Highways Act 1980.

Councillor Brown, Leader of the Council, presented the report and moved the recommendations which were adopted on being seconded and put to the vote

Council noted that the confidential information would be released when appropriate; under the agency agreement the Council did not have complete control over the scheduling of repairs; and the contract would be signed at a future date. Council noted concerns over the allocation and amount of funding for road repairs in the city, the reactive nature of repairs, and the poor quality of some repairs made by utility companies.

### **Council resolved to:**

approve the inclusion of a gross expenditure and gross income budget of £1.56 million for the year 2018-19 i.e. nil cost to the Council.

## **110. Pay Policy Statement 2018/19**

Council agreed to grant a dispensation to officers (all of whom were affected by the policy) allowing them to remain in the meeting for this item.

Council considered a report of the Head of Business Improvement seeking approval of the Annual Pay Policy Statement, and also setting out the annual gender gap report.

Councillor Price, Board Member for Corporate Strategy and Economic Development, presented the report and moved the recommendations which were adopted on being seconded and put to the vote.

### **Council resolved to:**

approve the Annual Pay Policy Statement 2018/19 attached at Appendix 1 of the officer's report.

## **111. Scheme for the enrolment of Honorary Aldermen and Honorary Alderwomen of Oxford City Council**

Councillor Goddard arrived at the start of this item.

Council considered a report of the Head of Law and Governance asking for approval of the scheme for the enrolment of Honorary Aldermen and Honorary Alderwomen.

Councillor Brown, Leader of the Council, presented the report and moved the recommendations which were adopted on being seconded and put to the vote.

### **Council resolved to:**

adopt the scheme for the enrolment of Honorary Aldermen and Honorary Alderwomen of Oxford City Council, attached at Appendix 1 of the officer's report.

## **112. City Executive Board Minutes**

### **a) Minutes of meeting Tuesday 13 February 2018 of City Executive Board**

#### **Minute 155 Grant Allocations to Community and Voluntary Organisations 2018/19**

Councillor Gant asked about the timing of the implementation of the decision: in particular was there a delay in issuing the funds; the effect on organisations waiting for their grants; and were all grants now paid.

Councillor Brown replied that those with one-off grants were not generally reliant on these and those with on-going grants had been notified of the award. Those grants not disbursed before the election purdah period started would be paid after the election.

### **b) Minutes of meeting Tuesday 20 March 2018 of City Executive Board**

There were no questions.

### **c) Minutes of the meeting Tuesday 17 April 2018 of City Executive Board**

There were no questions.

## **113. Questions on Notice from Members of Council**

50 written questions on notice were submitted. These, written responses, and summaries of the 21 supplementary questions and responses are set out in the supplement to these minutes.

## **114. Outside organisation/Committee Chair reports and questions**

This item was taken before the public addresses.

Council had before it the Oxford Safer Communities Partnership's Annual Review report.

The Board Member, Councillor Hayes spoke to his report and thanked the Council's partner organisations.

Council discussed and noted the report, the work of the partnership on tackling drug-dealing and the ensuing anti-social behaviour, and the impact of cuts in funding on the budget and capacity of the police force.

**Council resolved to note the report.**

## **115. Scrutiny Committee update report**

This item was taken before the public addresses.

Council had before it the report of the Chair of the Scrutiny Committee.

The Chair thanked all those involved with the work of the committee and panels over the year and in particular the officers directly supporting the committee's work. He noted the changes to the committee's work to allow it to play a full part, in particular on scrutiny of the Council's companies; and the changes needed to allow scrutiny of the Oxfordshire Growth Board.

**Council resolved to note the report.**

## **116. Public addresses and questions that do not relate to matters for decision at this Council meeting**

Councillor Iley-Williamson arrived for the start of this item.

There were four addresses to Council and two questions to Board Members.

1. Amanda Mackenzie Stuart addressed Council asking for action to secure proper access to the Westgate car park for high Wheelchair Accessible Vehicles, as the current height restrictions prohibited this and there was no advance warning of the restriction.
2. Judith Harley addressed Council inviting the City Council to work with the Oxford African History Celebration (OAHC) organisation to commemorate events three key days: Windrush Day (22 June 2018) August 23 - Remembrance of the Slave Trade and its abolition (23 August 2018) and Abolition of Slavery (2 December 2018).

3. Judith Harley addressed Council outlining problems with car and bike parking at Temple Cowley Library caused by the ongoing construction work and asking that the spaces are provided as shown in the planning permission.
4. Artwell addressed Council about his view that inflated house prices were being aggravated by prices in the Barton Park development.
5. Nigel Gibson asked a question about the pricing structure and price increases at the Council's leisure centres as in his view these resulted in Oxford City Council discriminating against disabled people.
6. Judith Harley asked questions about the new Oxford Direct Services Company.

The full text of these speeches and question where these were read as submitted; responses from the Board Members in writing before the meeting; and summaries of verbal responses given at the meeting are in the supplement to these minutes.

### **117. Motions on notice**

Council had before it six motions on notice and amendments submitted in accordance with Council procedure rule 11.17, and reached decisions as set out below.

**Council resolved to adopt the following motions as set out in these minutes:**

- a. Addressing the housing crisis
- b. Disabled access to the Westgate Centre
- c. Phasing out unnecessary single-use plastics
- d. Short-term Lets

**The following were not taken because the time for discussing motions had elapsed.**

- e. The Crisis in Legal Aid and the Immediate Need for Action
- f. Call on Government to introduce a new Clean Air Act and other measures to tackle air pollution

#### **a) Addressing the housing crisis**

Councillor Turner arrived during the debate on this item.

Councillor Brown, seconded by Councillor Rowley, proposed her submitted motion as set out in the agenda and briefing note.

Councillor Gant, seconded by Councillor Landell Mills, proposed his submitted amendment as set out in the briefing note.

After debate and on being put to the vote, the amendment was declared lost.

After debate and on being put to the vote, the original motion was agreed.

**Council resolved to adopt the following motion:**

Council believes that Oxford is in the midst of a housing crisis, affecting all sections of our city, from people who grew up here but cannot afford to live here any more, families spanning several generations forced to live in one house because grown-up children cannot afford to move out, through to those who need to move on from hostel provision but can find nowhere to move to, and those who end up sleeping on the streets.

Council believes that a wide variety of factors are responsible for this housing crisis, including decades of under-investment in social housing, and in particular a reckless disregard by central government for the potential that council housing could play in solving the housing crisis.

Council further believes that, notwithstanding the city's determination to free up land for development, there is no ability to build enough dwellings to meet our housing needs within the city's boundaries, and therefore sustainable urban extensions, with a good proportion of genuinely affordable housing and nomination rights for the City Council are a necessary part of the solution.

Consideration should be given to taking further land out of Oxfordshire's Green belt to facilitate this as has happened elsewhere. The emerging National Planning Policy Framework recognises that in exceptional circumstances this can be a sustainable way to plan to meet housing needs, including allocating new land as Green belt by way of compensation.

**Council resolves to ask the City Executive Board to continue to make appropriate representations to our neighbouring councils on this matter, to feed such views into emerging sub-regional planning arrangements, and for the Leader to write to both local MPs asking for their views on this matter and their support.**

**b) Disabled access to the Westgate Centre**

Councillor Goddard, seconded by Councillor Wilkinson, proposed his submitted motion as set out in the agenda and briefing note.

In the debate Council requested that checks on compliance with standards and that height restricting barriers met the requirements for accessibility for large WAVs were carried out for its own car parks, and noted that the County Council would be asked to take steps to improve advance notice of the height restrictions in the Westgate car park.

After debate and on being put to the vote, the motion was agreed.

**Council resolved to adopt the following motion:**

Council believes that disabled people should have the same life opportunities as all. In that context, Council notes concerns about aspects of access to the Westgate centre for disabled people. In particular, Council notes:

- 1) Difficulties of access to the centre's car parks for specially adapted vehicles for disabled people due to low headroom at car park entrances;
- 2) unhelpful placement of notices about the low headroom meaning that difficult manoeuvres are needed to reverse from the car park entrance;
- 3) the limited disabled parking available near the Westgate centre;
- 4) wider concerns about the placement of usable taxi ranks in the vicinity of the Westgate centre and about the size of some of the lifts within it.

**Council resolves to mandate the Leader and Chief Executive of the Council to contact the Westgate Alliance to instigate discussions over how to further improve access for disabled people to the Westgate centre, and to ensure that such concerns are fully factored into the Alliance's plans for the Castle Quarter.**

**c) Phasing out unnecessary single-use plastics**

Councillor Brandt, seconded by Councillor Simmons, proposed her submitted motion as set out in the agenda and briefing note.

After debate and on being put to the vote, the motion was agreed.

**Council resolved to adopt the following motion:**

**This Council commits to working to bring an end to the use of unnecessary Single Use Plastics (SUP) in Oxford.**

**This Council resolves to:**

Request that the Executive Director for Sustainable City brings a report to City Executive Board on the options for bringing an end to the use of unnecessary Single Use Plastics (SUP) in Oxford, to:

- 1) enable Oxford City Council to become a full signatory of the 'Plastic Free Pledge', by phasing out the use of unnecessary SUPs in all City Council buildings, and working with commissioning partners to end the purchase and procurement of SUPs through the Council's supply chain;
- 2) encourage the city's businesses, organisations and residents to go 'plastic free,' working with best practice partners in the city to explore the creation of a 'plastic free network,' that could provide business support, practical guidelines and advice to help local businesses transition from SUPs to sustainable alternatives;
- 3) provide feasible options to incentivise traders on Council land to sell re-usable containers and invite customers to bring their own, with the aim of phasing out SUPs; including investigating the possibility of requiring food and drink vendors to avoid SUPs as a condition of their event permission, strengthening the existing conditions and guidance circulated to exhibitors and traders.

#### **d) Short-term lets**

Councillor Price, seconded by Councillor Chapman, proposed his submitted motion as set out in the agenda and briefing note.

Council noted in debate that this proposal was not intended to penalise those providing short-term lets, but expansion and diversification of the sector meant that regulation was necessary to prevent lettings which were dangerous, sub-standard or caused nuisance.

After debate and on being put to the vote, the motion was agreed.

#### **Council resolved to adopt the following motion:**

This Council notes the expansion of short-term lets in Oxford as in many other cities, and welcomes the options that this provides for visitors to our city to find somewhere to stay.

However the Council is concerned with the growing reports of problems in this sector, and in particular notes that the very serious issues that have been reported in other cities are now starting to be reported here.

There have been documented instances of pop-up brothels and evidence of both single properties and groups of properties being used as de facto guest houses, without any need to comply with the same regulations as standard guest houses do when it comes to fire risk, environmental health or safeguarding against child sexual exploitation.

Other cities have seen houses in residential areas advertised for pay parties – where a house is effectively used as a commercial nightclub without the knowledge or consent of the landlord, with no safety or noise regulations in place, and with no consideration for neighbours.

This Council believes that it is essential that the short-term let sector is regulated, both to protect neighbours and also to prevent unfair competition undermining landlords, hotels and guest-houses that do comply with regulations that set safe standards for their properties.

Specifically, this regulation could include:

- A definition of a property used permanently or regularly as a short-term let as a separate planning class, leading to a requirement to obtain planning permission, and allowing neighbours to object;
- Licensing or registration of premises, in line with HMOs or hotels and guesthouses;
- Treating such premises as commercial rather than residential, with a requirement to make use of commercial refuse and waste services.

**This Council therefore asks that:**

- 1. The City Executive Board, and the Board Member with responsibility for this area, works alongside other local authorities, the Local Government Association and other appropriate bodies to make a coordinated and ongoing request to Government for powers to implement a scheme to make properties on short-term lets subject to the same regulation as equivalent properties.**
- 2. The Board Member with responsibility for this area writes to our two local MPs to ask them to support such a scheme, providing them with evidence and information to allow them to ask questions of Ministers and introduce or support any Private Members Bill or amendment to other legislation to introduce a scheme to regulate short-term lets.**

**e) The Crisis in Legal Aid and the Immediate Need for Action**

This motion was not taken because the time for discussing motions had elapsed.

**f) Call on Government to introduce a new Clean Air act and other measures to tackle air pollution**

This motion was not taken because the time for discussing motions had elapsed.

**The meeting started at 5.00 pm and ended at 8.25 pm**

**Chair .....**

**Date: Monday 23 July 2018**



# Minutes of the Annual Meeting of the COUNCIL on Tuesday 15 May 2018

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## Members present:

Councillor Fooks (Lord Mayor)	Councillor Simm (Deputy Lord Mayor)
Councillor Altaf-Khan (Sheriff)	Councillor Cook (Lord Mayor)
Councillor Malik (Deputy Lord Mayor)	Councillor Simmons (Sheriff)
Councillor Arshad	Councillor Azad
Councillor Bely-Summers	Councillor Brown
Councillor Chapman	Councillor Clarkson
Councillor Corais	Councillor Curran
Councillor Djafari-Marbini	Councillor Donnelly
Councillor Gant	Councillor Goddard
Councillor Gotch	Councillor Haines
Councillor Harris	Councillor Hayes
Councillor Hollingsworth	Councillor Howlett
Councillor Humberstone	Councillor Kennedy
Councillor Lygo	Councillor McManners
Councillor Munkonge	Councillor Pressel
Councillor Rowley	Councillor Rush
Councillor Smith	Councillor Smith
Councillor Taylor	Councillor Tidball
Councillor Turner	

## Apologies:

Councillors Aziz, Fry, Goff, Tanner, Upton, Wilkinson and Wolff.

## 1. Election of Lord Mayor for the Council year 2018/19

Councillor Hollingsworth proposed and Councillor Turner seconded, and there being no other nominations, Council resolved that Councillor Cook be elected as Lord Mayor of Oxford for the Council Year 2018/19.

Councillor Cook took the Chair from Councillor Fooks and subsequently signed the Declaration of Acceptance of Office.

## **2. Election of Deputy Lord Mayor for the Council year 2018/19**

Councillor Clarkson proposed and Councillor Brown seconded, and there being no other nominations, Council resolved that Councillor Malik be elected as Deputy Lord Mayor of Oxford for the Council Year 2018/19.

Councillor Malik subsequently signed the Declaration of Acceptance of Office.

## **3. Election of Sheriff for the Council year 2018/19**

Councillor Chapman proposed and Councillor Humberstone seconded, and there being no other nominations, Council resolved that Councillor Simmons be elected as Sheriff of Oxford for the Council Year 2018/19.

Councillor Simmons subsequently signed the Declaration of Acceptance of Office.

## **4. Apologies for absence**

Councillors Aziz, Fry, Goff, Tanner, Upton, Wilkinson and Wolff sent apologies.

## **5. Declarations of interest**

There were no declarations at this point.

## **6. Announcements by the Lord Mayor or Head of Paid Service**

The Chief Executive reported that Councillor Lloyd-Shogbesan had resigned from the Labour Group and was sitting as an independent councillor, pending the outcome of a referral of a standards complaint to the Monitoring Officer.

The Lord Mayor announced news of the death of Margaret McCarthy, Labour City Councillor for Blackbird Leys in the 1970s.

He also announced the news of a serious car accident which had left the Chairman of the Freeman, Howard Crapper with serious injuries and had claimed the life of his wife Shirley.

Council stood for a minute's silence in remembrance of both.

The Lord Mayor welcomed the 12 newly elected councillors by name to the Council.

## **7. Election of Council Leader from May 2018 to May 2020**

Councillor Turner proposed and Councillor Simm seconded, and there being no other nominations, Council resolved that **Councillor Brown be elected as Leader of the Council** for a term of office ending on the day of the annual council meeting in 2020 (following all-out elections scheduled for May 2020).

## 8. Report of the Leader of Council

The Leader of the Council referred Council to the tabled paper setting out her appointments of the Deputy Leader and the membership of the City Executive Board with their portfolios and appointments to partnerships, as notified by the Leader of the Council to the Proper Officer on 14 and 15 May 2018.

<b><i>Executive Portfolio</i></b>	<b><i>Councillor</i></b>
<b>Leader – Economic Development and Partnerships</b>  Council representative on: <ul style="list-style-type: none"> <li>• Oxford Strategic Partnership (OSP)</li> <li>• Oxfordshire Partnership</li> <li>• Oxfordshire Growth Board</li> <li>• Oxfordshire Local Enterprise Partnership</li> <li>• OSP Economic Growth Steering Group</li> </ul>	Councillor Susan Brown
<b>Deputy Leader (Statutory) – Leisure and Housing</b>	Councillor Linda Smith
<b>Deputy Leader – Finance and Asset Management</b>	Councillor Ed Turner
<b>Customer Focused Services</b>	Councillor Nigel Chapman
<b>Culture and City Centre</b>	Councillor Mary Clarkson
<b>Safer, Greener, Environment</b>  Council representative on: <ul style="list-style-type: none"> <li>• Oxford Safer Communities Partnership</li> <li>• Safer Oxfordshire Partnership</li> <li>• Oxford Environment Partnership</li> <li>• Thames Valley Police and Crime Panel</li> <li>• Low Carbon Oxford</li> </ul>	Councillor Tom Hayes
<b>Planning and Transport</b>	Councillor Alex Hollingsworth
<b>Housing</b>	Councillor Mike Rowley
<b>Supporting Local Communities</b>  Council representative on: <ul style="list-style-type: none"> <li>• Stronger Communities Steering Group</li> <li>• Community Impact Zone</li> </ul>	Councillor Marie Tidball
<b>Healthy Oxford</b>  Council representative on: <ul style="list-style-type: none"> <li>• Health and Wellbeing Board</li> <li>• Health Improvement Board</li> </ul>	Councillor Louise Upton

The Leader of the Council did not confirm the following appointments. These appointments can be notified by the Leader of the Council to the Proper Officer at any time and then notified to Council:

- Council representatives on the three Oxfordshire Growth Board sub-groups.
- Shareholders for Oxford City Housing Ltd, Oxford West End Development, or Oxford Direct Services Ltd.

The Leader of the Council did not notify any amendments to the Executive Scheme of Delegation as set out in the Constitution.

## **9. Appointment to Council Committees 2018/19**

Council had before it the report of the Head of Law and Governance setting out the appointments to committees, the political balance calculations, and the nominations by each group to committee places.

In light of the Chief Executive's announcement, a paper was tabled setting out the new political balance (with seat allocations unchanged) and changes in the proposed memberships from those published:

- General Purposes Licensing Committee - a vacancy in the Labour nominations
- East Area Planning Committee - a vacancy in the Labour nominations
- Scrutiny Committee - remove Dan Iley-Williamson and add David Henwood, and a vacancy in the Labour nominations

Councillor Gant reported a change to his group's nomination to the Audit and Governance Committee, replacing Councillor Roz Smith with himself.

### **Council resolved to:**

1. **Approve** the committee structure for non-executive and regulatory decision making and the Scrutiny function, as defined within the Council's constitution and set out in Appendix 1 to the report: Committee structure;
2. **Approve** the methods, calculations and conventions used in determining political representation on committees as outlined in the report and set out in Appendix 2: Political proportionalities on all non-executive and regulatory committees (other than those to be appointed on an ad hoc basis) 2018-19 (with changes as tabled at the meeting and published with the minutes)
3. **Approve** the appointment of nominated members to non-executive and regulatory committees in accordance with the requirements of political proportionality and the nominations made by political groups, as set out below;
4. **Agree** that all members of Council will form the pool of members able to observe on appeals and some grievances panels;
5. **Appoint** the Chair of the Scrutiny Committee and two other non-executive member representatives to the Oxfordshire Growth Board Scrutiny Panel (nominations to be confirmed at a future Full Council meeting);

6. **Appoint** one non-executive member to the Joint Oxfordshire Health Overview and Scrutiny Committee (the nominated member is included in below);
7. **Authorise** the Head of Law and Governance to make any changes to the constitution as a consequence of these decisions.

### Committee appointments

<b>Committee</b>	<b>Labour</b>	<b>Liberal Democrat</b>	<b>Green</b>
Oxfordshire Joint Health Overview and Scrutiny Committee	1. Susanna Pressel		
Licensing and Gambling Acts Committee	1. Rae Humberstone 2. James Fry 3. Colin Cook 4. Nigel Chapman 5. Mark Lygo 6. Sian Taylor 7. Christine Simm 8. John Tanner 9. Joe McManners 10. Richard Howlett 11. Chewe Munkonge	1. Mike Gotch 2. Tom Landell Mills 3. Angie Goff	1. Craig Simmons
General Purposes Licensing Committee	1. Mary Clarkson 2. Richard Howlett 3. Rae Humberstone 4. Colin Cook 5. Christine Simm 6. Sian Taylor 7. Mark Lygo 8. vacancy	1. Mike Gotch 2. Tom Landell Mills	
Appointments Committee	1. Susan Brown 2. Linda Smith 3. Ed Turner 4. Pat Kennedy	1. Andrew Gant	
Audit and Governance Committee	1. James Fry 2. Martyn Rush 3. Chewe Munkonge 4. John Tanner 5. Tiago Corais	1. Andrew Gant	1. Dick Wolff

Disciplinary Committee for Chief Executive, Heads of Service and Directors	<ol style="list-style-type: none"> <li>1. Susan Brown</li> <li>2. Linda Smith</li> <li>3. Ed Turner</li> </ol>	<ol style="list-style-type: none"> <li>1. Angie Goff</li> </ol>	
East Area Planning Committee	<ol style="list-style-type: none"> <li>1. Sian Taylor</li> <li>2. David Henwood</li> <li>3. Shaista Aziz</li> <li>4. Mary Clarkson</li> <li>5. Nigel Chapman</li> <li>6. John Tanner</li> <li>7. vacancy</li> </ol>	<ol style="list-style-type: none"> <li>1. Roz Smith</li> <li>2. Ruth Wilkinson</li> </ol>	
West Area Planning Committee	<ol style="list-style-type: none"> <li>1. Colin Cook</li> <li>2. Tiago Corais</li> <li>3. Lubna Arshad</li> <li>4. Alex Hollingsworth</li> <li>5. Louise Upton</li> <li>6. Nadine Bely-Summers</li> <li>7. Dan Iley-Williamson</li> </ol>	<ol style="list-style-type: none"> <li>1. Paul Harris</li> <li>2. Mike Gotch</li> </ol>	
Planning Review Committee	<ol style="list-style-type: none"> <li>1. James Fry</li> <li>2. Chewe Munkonge</li> <li>3. Jamila Azad</li> <li>4. Saj Malik</li> <li>5. Linda Smith</li> <li>6. Hosnieh Djafari-Marbini</li> <li>7. Joe McManners</li> </ol>	<ol style="list-style-type: none"> <li>1. Steve Goddard</li> <li>2. Mohammed Altaf-Khan</li> </ol>	
Scrutiny Committee	<ol style="list-style-type: none"> <li>1. David Henwood</li> <li>2. Alex Donnelly</li> <li>3. Lubna Arshad</li> <li>4. James Fry</li> <li>5. Nadine Bely-Summers</li> <li>6. Hosnieh Djafari-Marbini</li> <li>7. Pat Kennedy</li> <li>8. Christine Simm</li> <li>9. vacancy</li> </ol>	<ol style="list-style-type: none"> <li>1. Andrew Gant</li> <li>2. Mohammed Altaf-Khan</li> </ol>	<ol style="list-style-type: none"> <li>1. Craig Simmons</li> </ol>
Standards Committee	<ol style="list-style-type: none"> <li>1. Shaista Aziz</li> <li>2. Sian Taylor</li> <li>3. James Fry</li> <li>4. Susanna Pressel</li> <li>5. Joe McManners</li> </ol>	<ol style="list-style-type: none"> <li>1. Mike Gotch</li> </ol>	<ol style="list-style-type: none"> <li>1. Dick Wolff</li> </ol>

## **10. Conferring of title of Honorary Aldermen and Honorary Alderwomen of Oxford City Council**

On being proposed and seconded,

### **Council resolved to**

convene a special meeting to be held at a later date to confer the title of Honorary Alderman or Honorary Alderwoman on Bob Price, Jean Fooks and Gill Sanders, in recognition of their eminent services to the city as former members of Oxford City Council.

## **11. Loan Guarantee to Oxford Harlequins RFC**

Councillor McManners stated that he coached mini-rugby for the Harlequins but this did not amount to a significant interest so he remained in the room.

Council considered the decision of the City Executive Board at its meeting on Tuesday 15 May at 3.00pm, and on being proposed and seconded:

### **Council resolved to:**

provide a loan guarantee to the Rugby Football Union in respect of a loan of up to £100k to Oxford Harlequins Rugby Football Club for funding improvements to changing room facilities at Horspath Athletic Grounds, on terms agreed in advance by both the Council's Head of Financial Services and the Executive Director for Sustainable City.

**The meeting started at 4.00 pm and ended at 4.25 pm**

**Chair .....**

**Date: Monday 23 July 2018**

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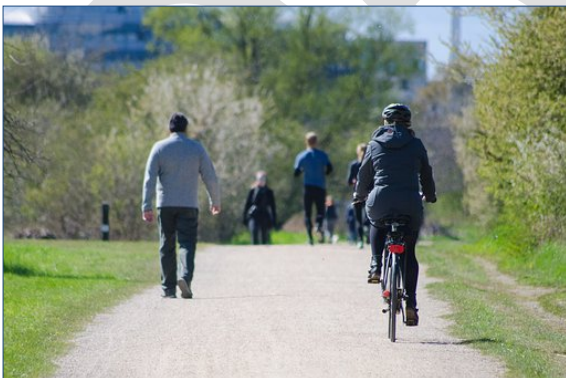
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APPENDIX 1

# Tenancy Strategy 2018-2023

May 2018



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## 1. Introduction

As a strategic housing authority, Oxford City Council is required to have a Tenancy Strategy in place to set out the Council's requirements and expectations of social housing providers operating within the City, to ensure that housing is provided to meet local housing need. Therefore this Tenancy Strategy 2018-23,



should be taken into account when Registered Providers and other social housing providers (including Oxford City Housing Limited – the Council's Housing Company) who develop and let dwelling houses in the City, adopt or review their own tenancy policies and operating procedures. This document also incorporates the Tenancy Policy for Oxford City Council in its role as a social housing landlord.

The Tenancy Strategy and appended Tenancy Policy have been developed following an evaluation of the Council's Tenancy Strategy and Policy Statement 2013-18; consultation with other Local Authorities, social housing providers, tenants and the public; and a review of the changes in legislation and Government policy. Production of this strategy meets with the agreed priorities and objectives set out in the Council's Housing and Homelessness Strategy 2018-2021, and is in conjunction with the development of Oxford's Local Plan 2036.

The ambition of the Housing and Homelessness Strategy 2018-21 is:

Oxford to be a City where people have access to affordable and high quality homes that enable them to build settled, safe and healthy lives, within sustainable and thriving communities.

To achieve this ambition, it is expected that all social housing providers will meet with the requirements set out in this Tenancy Strategy and ensure that truly affordable housing is provided to meet demand.

Oxford City Council's Tenancy Policy has been provided as Appendix A and is reflective of the aims of the Tenancy Strategy whilst incorporating legislative requirements i.e. the Housing Act 1985, Housing Act 1996, Localism Act 2011, Homelessness Act 2002 and, pending further government guidance, the Housing and Planning Act 2016.

### **The key objectives of the Tenancy Strategy are:**

- To promote Oxford City's housing vision with a focus to provide social rented tenancies
- To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community
- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

## 2. Oxford City Council Tenancy Strategy 2018-2023

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This is the Tenancy Strategy for Oxford City. At the time of writing (May 2018), local authorities are awaiting Government guidance with regards to the changes introduced in the Housing and Planning Act 2016, in particular, the implementation of Flexible Fixed Term Tenancies (FFTT) (see Appendix D for more information). It is anticipated that as legislation is enacted and statutory guidance is published, this Tenancy Strategy will be updated to reflect any mandatory requirements. **Fig 2.1** on page 6 demonstrates how this Tenancy Strategy links with other strategies, policies and tenant involvement activities.

### Social responsibility

Oxford City Council expects all housing providers that own or manage stock in Oxford to meet their social obligations and regulatory requirements some of which are set out in Appendix B of this Tenancy Strategy. In addition, the Council wants to ensure affordable housing – existing or new – meets Oxford’s housing needs, is truly affordable and provides good quality, energy efficient accommodation. The Housing and Homelessness Strategy 2018-2021 sets out that in addition to providing more affordable homes, preventing homelessness and meeting the needs of vulnerable people is a top priority for the Council. Moreover, the Council wants to promote homes – not just housing – where people can build lives, gain access to education, training, work and secure better health and well-being. By providing such homes the City Council, along with other social housing providers and partner agencies, can help to build successful, stable neighbourhoods and communities.



### Best use of housing stock

The Housing and Homelessness Strategy 2018-21 sets out how the City Council will work in partnership to make best use of social, affordable and private sector housing stock. There are good reasons to use the limited resource of social and affordable housing in the most effective way. These include:

- A severe shortage of genuinely affordable accommodation which cannot be met in the private sector as private sector rents are too high (even with the availability of housing benefit) and the general demand for affordable housing exceeds supply.
- An expectation to see social housing occupied by tenants who need the size, type and tenure of accommodation they occupy.



- Given the affordability pressures within Oxford, the Strategic Housing Market Assessment 2014 estimates that around 1,029 additional affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are around 2,500 households on the Housing Register, the majority of whom may never be offered a council or Registered Provider (also known as a housing association) tenancy.
- A need for move-on accommodation for vulnerable people who are building settled lives, moving from hostels or living in unsuitable accommodation. Lack of move-on housing can result in access to much needed specialist accommodation being blocked from those who need it.

To ensure that social housing is allocated appropriately, Oxford City Council has formed a partnership with the major Private Registered Providers of social housing who operate within the City. This is the Oxford Register for Affordable Housing (ORAH) Partnership and the Council maintains a common register of social housing applicants on behalf of the Partnership (details can be found in the ORAH Partnership Agreement<sup>1</sup>). ORAH Partners have agreed to give 90% - 100% of all lettings to Housing Register applicants nominated by the Council.

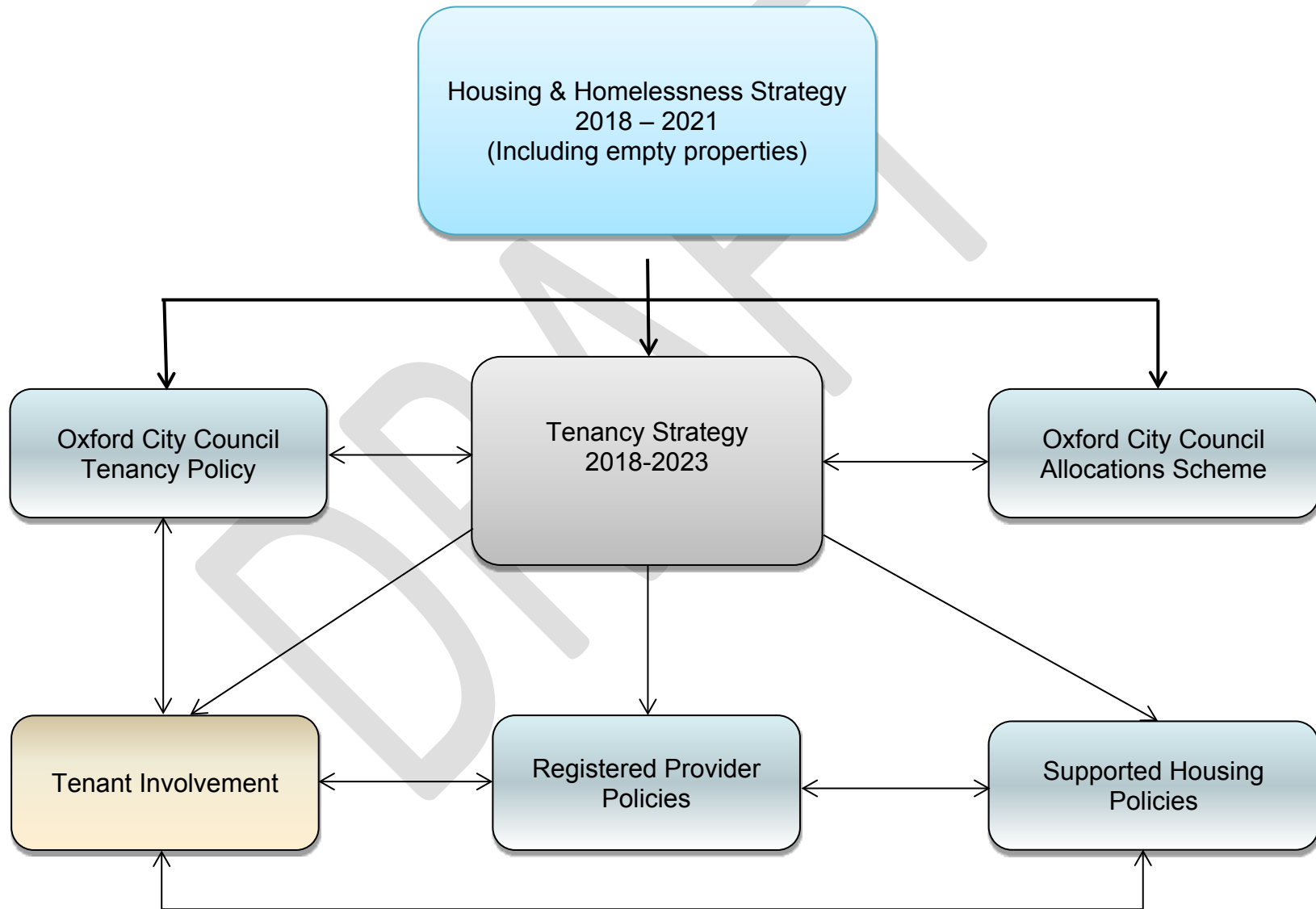
In line with the obligations set by the ORAH Partnership Agreement, S.106 Agreements<sup>2</sup>, and in accordance with the City Council's Allocations Scheme, the City Council requires that all social housing providers who own or manage stock in the City to make best use of that stock and provide suitable and genuinely affordable accommodation for those who need it. Under the ORAH Agreement, Registered Providers (RPs) have agreed not to dispose of any of their social housing stock in the city without the express consent of the Council. It is expected that RPs and all social housing providers in receipt of capital from sales of affordable housing units will use the receipt to build at least "one for one" replacement property within Oxford, preferably at social rent levels.

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<sup>1</sup> ORAH Partnership Agreement June 2011

<sup>2</sup> S.106 of the Town and Country Planning Act 1990.

FIG 2.1 Where the Tenancy Strategy fits



## Tenancy Management

Effective management of all conditions of the tenancy agreement, including tackling tenancy fraud, managing tenancy changes, mutual exchanges (e.g. Home Swapper Scheme or equivalent) and the Right to Buy process, will ensure that social housing tenants act appropriately and in accordance with their tenant responsibilities. The City Council expects social housing providers who own or manage stock within the City, to provide effective Tenancy Management services in order to assist in reducing the risk of homelessness and to support the development of sustainable neighbourhoods.

## Tenancy Sustainment

To ensure that tenants, who are vulnerable or who need additional support to help them sustain their tenancy, can access support when needed, Oxford City Council encourages all housing providers to invest resources to provide suitable tenancy sustainment services. Such support can assist tenants to remain living in the community where they have settled and where they are able, to access other support networks.

Valued investment in tenancy sustainment services has proven to give long term benefits to both the tenant and the landlord. The tenant is supported, and can feel more confident and empowered to take control and improve their circumstances. In turn, this can lead the tenant to better manage their accommodation, sustain rent payments, and reduce the risk of them becoming homeless through loss of tenancy. Therefore the landlord is more assured of a regular rental income and knows that their property is more likely to be looked after.

## Tenant Involvement

Oxford City Council has taken the initiative to develop an award winning Tenant Involvement Team which actively encourages its 8,000 Council tenants to get involved with issues that impact upon them such as the design, delivery or scrutiny of the City Council's landlord services. The Team operates in an inclusive, accessible and collaborative manner to encourage tenants with all skills and abilities to get involved. Involving tenants in this way contributes towards ensuring that the City Council is a tenant-led, effective and efficient landlord that delivers good quality housing and landlord services to its customers. It also ensures that the Tenant Involvement and Empowerment Standard are being met.

All housing providers in the City are encouraged to ensure their regulatory requirements are being met and to invest in quality tenant involvement activities. This can help housing providers to continuously improve, develop quality landlord services and to also meet the needs of Oxford's communities.

## Lifetime Tenancies

Until new guidance has been received from Government in relation to the mandatory use of fixed term tenancies, the City Council's preference is that social housing tenants are offered "lifetime tenancies" - either secure or assured - as such

tenancies help to build and support sustainable communities. The Council also acknowledges the use of Introductory Tenancies where appropriate, and that some specialist supported housing may be let on different tenancy terms.

## Successions

Successions to tenancies should be applied in line with legislation and Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.

## Using Flexible Fixed Term tenancies

Although the Housing and Planning Act 2016 introduced mandatory use of Flexible Fixed Term Tenancies (FFTT) for new local authority tenancies, Government guidance is awaited to clarify the details about the length of tenancy to be granted and any discretionary powers awarded to Local Authorities. Further explanation of how FFTT could potentially work in Oxford is set out in Appendix D. However, until the guidance on mandatory use of such tenancies has been published, the City Council will continue to support the use of lifetime tenancies.

Fixed term tenancies are normally specifically prohibited for any homes provided via Section 106 agreements – including conversion to this tenure at the point of re-letting of the property (churn of housing lets), as there is a need to provide long term security of tenure.

The City Council requires all social housing providers providing homes within the city to offer lifetime (secure or assured) tenancies.

However, if the RP or social housing provider does offer a fixed term tenancy, the City Council would expect:

- Clear information about the tenancy to be provided to prospective tenants before the start of a tenancy (i.e. when the property is advertised/before the property is allocated)
- The RP/social housing provider to adopt an agreed protocol with the City Council to make clear the respective roles at the end of a fixed term tenancy e.g. Pre- eviction protocol; the provision of advice to the tenant regarding the appeal process, accessing independent legal advice and how to secure suitable alternative accommodation (including property purchase should the household's financial circumstances allow).
- The RP/social housing provider policies should conform to the Regulator's requirements on Tenancy Standards and the tenancy offered should usually be for a minimum of 5 years after<sup>3</sup> the probationary period unless there are proven and agreed exceptional circumstances to offer a 2 year fixed term instead, in addition to any probationary tenancy period (see also the City Council's Allocations Scheme).

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<sup>3</sup> Homes and Communities Agency (March 2012) The regulatory framework for social housing in England from April 2012, paragraph 2.2, page 23 ([http://www.homesandcommunities.co.uk/sites/default/files/our-work/regulatory\\_framework\\_2012.pdf](http://www.homesandcommunities.co.uk/sites/default/files/our-work/regulatory_framework_2012.pdf))



- A presumption that fixed term tenancies will be renewed if the circumstances of the household are broadly similar to those when the original letting was made.
- Between 12 and six months prior to the end of the fixed term, the landlord will undertake an assessment to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

In determining if the tenant has the means to move to alternative accommodation, an affordability assessment will need to be undertaken prior to any decision being made to end a tenancy. This should include consideration of the tenant's monthly or weekly income, capital savings, rent payments and other reasonable expenditures.

### **Victims of Domestic Abuse**

With regards to the security of tenure for victims of domestic abuse, the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 introduced on 19 December 2017<sup>4</sup>, states that it requires all local authorities and Private Registered Providers of social housing in England, that, when re-housing an existing lifetime tenant who needs to move or has recently moved from their social home to escape domestic abuse, to grant such tenant a lifetime tenancy in their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families with stability and security in their new home. Whilst this may have some impact on slowing the churn of social housing stock, the impact is expected to be minimal and any impact offset by subsequent eviction of the perpetrator from the victims former home, therefore freeing up another social rented property.

Should the Bill (or an amended version) become legislation, the City Council will expect all social housing providers to meet with new legislative requirements.

### **Appeal**

Oxford City Council requires all RPs and social housing providers offering flexible fixed term tenancies to ensure a robust appeal process is in place for those tenants on whom a "notice to end their tenancy" has been served, and the tenant is advised to seek independent legal advice as needed.

### **Affordable Rent**

In accordance with Oxford City Council's Local Plan Affordable Housing Policies<sup>5</sup>, the Council expects that of the total proportion of affordable housing being provided on new developments, at least 80% would be provided and let as Social Rent

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<sup>4</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/671215/Note\\_of\\_Impacts\\_of\\_the\\_Bill.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf)

<sup>5</sup> As at May 2018

properties. Affordable Rent can be provided as part of the remaining 20% intermediate tenure housing (see also page 14 and Appendix C). However, Affordable Rent at 80% of market rent is not considered to be affordable for the many people receiving low/median level incomes in Oxford.

This is because:

- Affordable housing is for people in housing need where their needs cannot be met within the general rental market. Charging higher rents will exacerbate problems with accommodation affordability and could limit access and choice of housing for those receiving low or below median incomes.
- Affordable Rent homes (set at 80% of market rent values) will be outside the reach and unsustainable for many homeless households and those on the Council's Housing Register, with or without Universal Credit (see Fig 2.2 and Appendix C for affordability examples).
- Where Affordable Rents are set above Local Housing Allowance (LHA) rates, this could result in those who are in receipt of low incomes, becoming reliant upon Universal Credit or Discretionary Housing Payments (DHPs) and still not have the ability to bridge the gap of the shortfall between income and contractual rent. The reliance of claiming Universal Credit or DHPs therefore increases the cost to the public purse.
- Within Oxford postcode areas, LHA does not cover the full cost of Affordable Rents if set at the maximum of 80% of median rent levels. FIG 2.2 shows the shortfall that households would need to pay to make up the difference between a rent at 80% of median rent (for all Oxford postcodes) and the maximum assessed LHA rate.

**FIG 2.2 Summary of private rents per calendar month (pcm) recorded for different property types between 1 October 2016 and 30 September 2017 for Oxford (all postcodes)<sup>6</sup>**

Property type	Oxford Median Rent (£pcm)	Rent at 80% of median rent (£ pcm)	LHA rate (£pcm)	£ shortfall between 80% rent and LHA rate (£pcm)
Room	510	408	360	48
1 bed	975	780	690	90
2 bed	1,175	940	836	104
3 bed	1,425	1,140	1000	140
4 bed	2,100	1,680	1300	380

If rent costs are calculated at 35% of net household<sup>7</sup> income, a rent cost at 80% of median market rent in Oxford would require an estimated net annual household income of between £13,988 for a room only and £50,760 for a 4 bedroom home (See Fig C.5 Appendix C). The **median gross** earnings for employees in Oxford is around £32,517 (approximately £25,397 **net** per annum) and therefore a single person would need to pay a higher proportion of their income on rent (reducing the residual income available to pay other household bills), earn a higher than median annual **net** salary, or be able to share the costs with a partner in order to be able to afford the

<sup>6</sup> Valuation Office Agency

<sup>7</sup> Household income – the income earned and other income received by the main householder e.g. resident tenant, owner occupier. It could include the income of their partner or spouse but does not include income from non-dependents or children living with them.

cost of renting anything larger than 'room only' accommodation (see also Fig C.5 in Appendix C). Given this, all social housing providers should align to, and **not** exceed the LHA rates. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford. There are further details regarding LHA rates shown in Appendix C.

Although the City Council does not generally support Affordable Rent as a default tenure in place of Social Rent, it acknowledges that in exceptional circumstances Affordable Rent is appropriate i.e.:

- Affordable Rents may be applied to new homes funded by the Homes and Communities Agency (HCA, now known as Homes England) where Affordable Rent is expected in order to comply with grant funding requirements. Hence not to offer properties with Affordable Rents could limit the availability of grant funding and the opportunities to build new affordable homes in the area (**In this case, the rent should be capped and not exceed Local Housing Allowance (LHA) Rates**). Charging above LHA rates will exacerbate financial problems for the household and could result in loss of tenancy due to rent arrears.
- Affordable Rents (with rents capped to not exceed LHA rates) could be acceptable as intermediate tenure i.e. the additional affordable housing units offered over and above the required proportion of social rented tenure homes required through planning policy on suitable development sites (see Oxford Local Plan policies).
- Affordable Rent properties (with rents capped at LHA levels) may be applied to some new-build units where there are exceptional viability circumstances on a development site i.e. where site viability has been tested and this clearly demonstrates that the site cannot deliver the required proportion of social rented tenure but it could be viable with a small element of Affordable Rent tenure as part of the overall affordable housing provision (any proposals would need to meet with current and future Oxford Local Plan Policies).
- For further guidance on how affordable housing provision is governed through the planning system refer to Oxford City Council Planning Policies or the Royal Institution of Chartered Surveyors (RICS)<sup>8</sup> guidance on valuation for Affordable Housing and Rent

Whilst the City Council strongly supports the delivery of a high proportion of social rented tenure it recognises that, not all who apply to be added to the Council's Housing Register will be successful in securing accommodation at social rent levels. Therefore, as the strategic housing authority and a good landlord, the Council will encourage and support social housing providers to bring forward, in line with Oxford's existing and emerging Local Plan policies, new and genuinely affordable intermediate housing options to meet the aspirations of those who are looking to secure alternative models of tenure, ensuring that these options are promoted to housing applicants and social housing tenants. This will enable households with the financial ability, to have a wider choice of housing tenure other than social rent, thus promoting the opportunity to make best use of the limited supply of social rented

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<sup>8</sup> <http://www.rics.org/uk/knowledge/professional-guidance/guidance-notes/valuation-of-land-for-affordable-housing-2nd-edition/>

housing. Mobility schemes (e.g. Home Swapper Scheme) will also be promoted where appropriate.

## Affordable Housing models

The Housing and Planning Act 2016 placed significant emphasis on broadening home ownership as a means to address the nation's housing problems. However, the Housing White Paper 2017 indicated a change in emphasis towards a wider range of tenures. In particular the White Paper proposed to update the Government definition of affordable housing to include:

- Social rent (guideline target rents determined by the Government's rent policy),
- Affordable Rent (up to 80% of local area market rent),
- Starter homes (at a cost of not more than £250,000, to be sold at 20% discount on open market value, for households with annual incomes less than £80,000),
- Discounted market sale housing – sold at least 20% below local market value,
- Affordable private rent (at least 20% below local market rent) - suitable for provision of affordable housing as part of Build to Rent Schemes,
- Intermediate housing – shared ownership (part rent, part buy), discounted market sales and intermediate rent housing that is sold or rented at a price that is above social rent but below market levels<sup>9</sup>.

The Draft Revised National Planning Policy Framework (published for consultation on 5 March 2018) also supports the categories of affordable housing for rent; Starter Homes; discounted market sale housing; and other affordable routes to home ownership such as rent to buy.

## Rent to Buy Scheme<sup>(10)</sup>

- Rent to Buy is a Government scheme designed to ease the transition from renting to buying a home by providing subsidised rent.
- With Rent to Buy, the tenant rents a newly built home at approximately 20% below the market rate for up to five years (exact period of time varies by property – see also Appendix B).
- Rent to Buy can also be called Rent to Save or Intermediate Rent.
- During the rental period, there is an option to buy the property or to buy part of the property under a Shared Ownership scheme.
- At the end of the rental period, the tenant should decide as to whether to buy part of the property or move on.
- To be eligible the household should:
  - Earn £80,000 a year or less. A household can be one person, or a couple whether in a relationship or not;
  - Be a first time buyer, or used to own a home but can't afford to buy one on the open market now;
  - Have sufficient savings to cover deposit and rent up front;
  - Be able to demonstrate the ability to save towards a deposit while benefiting from a reduced rent; and

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<sup>9</sup> Housing and Homelessness Strategy 2018-2021

<sup>10</sup> [https://www.helptobuysouth.co.uk/docs/HtBS\\_RenttoBuy\\_March2017.pdf](https://www.helptobuysouth.co.uk/docs/HtBS_RenttoBuy_March2017.pdf)

- Depending upon the Registered Provider (RP) requirements there could be additional eligibility criteria but additional priority may be given to existing RP and social housing tenants, people with local connections to an area as well as being first time buyers.

A benefit of the scheme is that it may give tenants access to properties that otherwise would not be affordable. However if house prices rise during the rental period, the cost of buying the property might rise beyond the financial reach of the household. A longer rental period could place the household at greater risk of this happening, especially in high demand and high value areas such as Oxford.

Rent to Buy may be a suitable option for those households who are able to sustain the rent (and in future a mortgage payment) but currently do not have the level of savings to support the necessary deposit required by mortgage lenders in order to buy a property in the short term.

### **Build to Rent Scheme<sup>11</sup> (supported by the Home Building Fund)<sup>12</sup>**

- The Government created a £3 billion fund to increase the number of homes to be built in England. The fund is administered by Homes England.
- Small builders, community builders, custom builders and regeneration specialists, as well as larger builders and developers can apply for loans to build large scale housing which is purpose built for market rent.
- The advantages of this type of scheme are that it could encourage development to happen more quickly and could support regeneration within the local economy as well as providing more rented accommodation for families.
- The scheme aims to introduce more family friendly tenancies i.e. for a longer term.
- Delivery of the scheme within Oxford, as with any other new development, is dependent upon securing appropriate premium land to be used for building.

Whilst private rented accommodation is one housing option, it is unaffordable for the majority of earners who receive a median level income in Oxford.

### **Community-led Housing<sup>13</sup>**

As stated in the overarching Housing and Homelessness Strategy 2018-2021, Oxford City Council secured Government funding to support community-led housing initiatives. Using the allocated funds, the Council has commissioned research that will identify the need for, and viability of, providing community-led housing in the City.

- Community-led housing can be designed and managed by local people and built to meet the needs of the community – not for private profit.
- It is a way for local communities to provide their own decent and affordable homes.

<sup>11</sup> <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

<sup>12</sup> <https://homebuildingfund.campaign.gov.uk/>

<sup>13</sup> <http://www.communityfirstoxon.org/housing-community-planning/community-led-housing/>



- Community-led housing is often designed to help certain groups – for example young people, older people, or those in need of affordable family homes. It's often eco-friendly and sustainable.
- Housing can be rented to local people at affordable rates which are kept low over the long-term, or the property can be sold to create income or subsidy to be recycled into other new housing developments to benefit the local community.
- As with a Build to Rent scheme, delivery of a Community-led Housing Scheme is largely dependent upon securing appropriate premium land or assets to be used for building.

### Shared Ownership (part rent, part buy)

Appendix C, FIG C.8, demonstrates in detail that shared ownership within Oxford is also unattainable and unaffordable where the income required to support the purchase of a two bedroom flat for example, exceeds the local annual median earnings (i.e. £32,517 gross per annum or estimated £25,397 net per annum). Purchasing a share of a larger property is far beyond the reach of many local people unless the gross household income is much higher i.e. >£47,000 per annum to purchase a 2+ bedroom accommodation, and there are sufficient capital savings to accommodate a >£9,000 deposit. Given this, the City Council generally does not support shared ownership tenure as the default intermediate affordable housing option unless:

- The % rent charge on unsold equity is reduced e.g. to a maximum of 2% of unsold equity (where viable).
- The social housing provider agrees to recycle capital receipts from the sale of shared ownership units to provide additional genuinely affordable homes within the City.
- Service charges for shared ownership units are kept to an affordable level (see below).

More details and information about other forms of intermediate affordable housing are discussed in Appendix C.

### Service Charges

Service charges are subject to separate legal requirements (as set by The Service Charges (Summary of Rights and Obligations, and Transitional Provision) (England) Regulations 2007 No1257 Reg. 3)<sup>14</sup>, including tenancy agreements. The cost of service charges in addition to rent and/or any mortgage payments in the case of shared ownership, can make accommodation unaffordable for those households receiving a lower income. It is expected that affordable housing providers that let or manage properties within Oxford City, will endeavour to keep service charges to a minimum and any increases within the Guideline Limit. Social and affordable housing providers should therefore, properly distinguish between rents and service charges in any rental or sale documentation or property advert. If an affordable housing provider proposes additional services that may not be covered by the housing element of Universal Credit or Housing Benefit (potentially leading to a significant

<sup>14</sup> <http://www.legislation.gov.uk/ukxi/2007/1257/regulation/3/made>

increase in the level of costs that would have to be paid by the tenant), the Provider should discuss this with the local authority in the first instance. Providers are reminded that the Rent Standard<sup>15</sup> requires tenants to be supplied with clear information on how service charges are set.

### **The Council's Affordable Housing Planning Policy and homes secured through S.106 agreements.**

Locally the **Sites and Housing Plan 2011-2026'** (Policies HP3 & HP4) sets out the City Council's requirement for affordable housing provision on development sites in the City. In general, any new development site of 10 or more dwellings will require 50% to be affordable housing, of which a minimum of 80% of the affordable stock should be provided as social rent homes, and the remaining 20% to be intermediate housing (NB\* the Sites and Housing Plan policies will be reviewed as part of the new draft Local Plan 2036, due to be considered in 2019). The National Planning Policy Framework 2012 (NPPF) defines what Affordable Housing, Social Rent, Affordable Rent and Intermediate Housing is<sup>16</sup> (NB\* this may be revised following the consultation on the Draft Revised NPPF published 5 March 2018).

Where properties have been secured as Affordable Housing via S.106 Agreements, the terms of those agreements will continue to apply and will normally prohibit the provision of, or conversion to, Affordable Rent tenure on initial or subsequent letting unless this is a requirement of the Homes England grant funding scheme.

The key point is that to make affordable housing genuinely affordable for local people, having regard to local incomes and property prices, accommodation should be offered for rent or purchase at prices that are affordable for those who receive median/lower level incomes.

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<sup>15</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419271/Rent\\_Standard\\_Guidance\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419271/Rent_Standard_Guidance_2015.pdf)

<sup>16</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

## Summary

To summarise the key points of Oxford City Council's Tenancy Strategy, it expects all social housing providers:

- To provide a minimum 80% of the Affordable Housing proportion on new development sites as Social Rent tenure and, through sufficient subsidies, keep any intermediate rented tenure at Local Housing Allowance (LHA) rates where viable, and keep intermediate housing to purchase at affordable levels having regard to lower/median annual incomes and lower quartile property prices.
- Keep service charges to a minimum to ensure affordability for occupiers.
- Not to change the tenure (churn) of any property from Social Rented to Affordable Rent within the City (unless it is a requirement associated with the allocation of any grant funding) as charging higher rents will reduce the number of properties that would be affordable locally.
- When setting Affordable Rents, to align to, and **not** exceed the LHA rate, or provide the units at Social Rent levels. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford.
- To offer lifetime (secure or assured) tenancies to social housing tenants as this provides security of tenure and helps to build sustainable, settled communities.
- To provide quality Tenancy Management, Tenancy Sustainment and Tenancy Involvement practices to ensure all social housing tenants are supported appropriately and to reduce the risk of homelessness through loss of tenancy.
- When in receipt of capital from sales of affordable housing, to use the funding received, to build at least "one for one" replacement property within Oxford at Social Rent levels to meet housing need.
- To ensure all legislative guidance and obligations are adhered to.



## APPENDIX A

# Tenancy Policy 2018-2023

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## Introduction

Oxford City Council, as a social housing landlord, is obliged to have a Tenancy Policy in place that sets out how it will operate and deliver the requirements of the Council's overarching Tenancy Strategy 2018-2023.

Oxford City Council provides 7,746 affordable homes in the City plus 209 outside the City. Registered Providers supply a further 3,753 over which the City Council has at least 90% nomination rights in conjunction with the ORAH Partnership Agreement.

## Tenancy Policy

In its social housing landlord role, the Council supports and will have full regard of the requirements set out in the over-arching Tenancy Strategy 2018-2023 for Oxford.

Until Government guidance has been published with regards to the change introduced by the Housing and Planning Act 2016 i.e. introduction of mandatory flexible fixed term tenancies, the City Council will continue to provide Introductory and Secure tenancies as the default tenancy type, for both new build and relets. This will apply to those tenants who have a housing need, who continue to pay their rent on time and are not in breach of their tenancy agreement.

Should Government guidance be published on the mandatory requirement to provide flexible fixed term tenancies, then the City Council will update this Tenancy Policy to allow the necessary flexibility and compliance with legislation.

In accordance with the City Council's Allocations Scheme (*compiled in accordance to PART VI of Housing Act 1996*), any available City Council properties will be advertised on the Council's Choice Based Lettings system<sup>17</sup> stating the tenure terms on offer. Upon successful selection, the prospective tenant will be given clear guidance and advice on the Council's responsibilities and the new tenant's rights and responsibilities in relation to the property and the tenancy agreement.

## Introductory tenancies

**(Ref: PART V of 1996 Housing Act, Chapter 1, s124 & s125)**

For those tenants who have not held a social tenancy previously they will initially be offered an Introductory Tenancy for a term of up to 12 months (see Oxford City

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<sup>17</sup> Oxford City Council Choice Based Lettings system:  
<http://www.oxfordcitycbl.org.uk/Data/ASPPages/1/5317.aspx>

Council's Allocation Scheme for criteria). This will be an opportunity for both the tenant and the City Council to establish if the tenancy arrangements are suitable for the tenant and if the tenancy and property are being managed appropriately. The Introductory Tenancy will be reviewed during the 12 month term in line with the tenancy agreement. The review aims to establish answers to the following questions:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the needs of the household?

Assuming a successful completion of the 12 month Introductory Tenancy, and that the tenant has adhered to the terms of their tenancy agreement, the tenant will automatically become a secure tenant (subject to no other restrictions being in place) with a lifetime tenancy, extending their rights within the tenancy agreement.

### **Victims of Domestic Abuse**

The City Council will operate in line with current legislation in relation to accommodating victims of domestic abuse. Should the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 that was introduced on 19 December 2017<sup>18</sup> (or an amended version) become legislation, the City Council will adhere to the new legislation to ensure that, when re-housing an existing lifetime tenant who needs to move, or has recently moved from their social home to escape domestic abuse, a lifetime tenancy is to be granted for their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families stability and security in their new home.

### **Affordable Rents**

Oxford City Council's preferred rent option is Social Rent. The Council does not support the provision of Affordable Rent tenure at 80% of market rent rates and will not offer tenancies on an Affordable Rent basis unless it is a requirement of any allocation of grant for new homes with part funding from Homes England, or it meets one of the 'exceptional criteria' set out in the Tenancy Strategy 2018-23 (see page 11).

### **Best use of social housing stock**

Flexible tenancies may offer an opportunity to increase the number of re-lets (churn) in social housing stock. However, due to the significant lack of alternative affordable and appropriately sized accommodation in Oxford to meet housing needs, and in order to give security of tenure to Council Tenants, the City Council will, until further Government guidance has been received regarding the mandatory implementation of flexible fixed term tenancies, continue to offer lifetime tenancies and will make best use of existing housing stock as described in the Housing and Homelessness

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[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/671215/Note\\_of\\_Impacts\\_of\\_the\\_Bill.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf)

Strategy 2018-21. This will include cyclical property maintenance, asset improvement and management programmes, and the continuation of the Removals and Expenses Move-on incentive scheme (REMS) offered to Council Tenants who are under-occupying their current home and who wish to downsize. This would allow their current home to be offered to a family and be fully occupied.

## Tenancy Management

To ensure all Council Tenants meet the terms of their tenancy agreement, the City Council will continue to identify and tackle tenancy fraud in addition to dealing with any neighbourhood issues or anti-social behaviour. The City Council will also manage tenants and their requests for tenancy changes, mutual exchanges (home swapper scheme), and the Right to Buy with the aim of managing any impact of changes on the local community.

## Tenancy Sustainment

The City Council will continue to assist those tenants who require further support or who are vulnerable and need support to sustain their tenancy, enabling them to remain as part of the community where they live and to receive continued assistance from their own support network (see the Housing and Homelessness Strategy for more details).

## Tenant Involvement

In accordance with the Tenancy Strategy 2018-2023 and also the Housing and Homelessness Strategy 2018-2021, the City Council will continue to actively encourage Council Tenants to get involved with issues that affect them. This will assist the Council in developing quality accommodation and a tenant-led, effective housing landlord service to customers. Tenants will receive relevant training, and involvement activities will be inclusive and supported.

## Successions

Successions to tenancies will be applied in line with legislation and any Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.



## Monitoring and review

The City Council will monitor the implementation of the Tenancy Strategy and the Tenancy Policy during the period 2018-2023, including the impact upon Oxford City Council and its partner social housing providers. Monitoring will be via the Oxford Register of Affordable Housing (ORAH) Partnership and through annual reviews undertaken with individual Registered/social housing providers. Where there are legislative changes that prescribe necessary or mandatory actions, the City Council will adhere to legislation and published guidance, and will revise this Tenancy Policy in line with new legislative obligations. Appendix C will be updated annually (in December) to reflect latest statistical data and to ensure that local affordability details are up-to-date.

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## APPENDIX B

# Legislative requirements and changes

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The Council has a duty to publish a Tenancy Strategy in accordance with the Localism Act 2011 and in addition, take into consideration the following legislation:-

- The Housing Act 1985
- The Housing Act 1996
- Homelessness Act 2002
- The Housing and Planning Act 2016
- Homeless Reduction Act 2017

Since the City Council's 5-year Tenancy Strategy was produced in 2013, there have been changes to Government policy and new legislation has been published. The national and local context is explained further in Appendix C of the City Council's Housing and Homelessness Strategy 2018-21.

**The Localism Act 2011** specifically sets out the scope of a local authority tenancy strategy and the matters to which social housing providers for its district are to give regard to in formulating their own policies i.e.:

- i. The kinds of tenancies they grant.
- ii. The circumstances in which they will grant a tenancy of a particular kind.
- iii. Where they grant tenancies for a term, the lengths of the terms and
- iv. The circumstances in which they will grant a further tenancy on the coming to an end of an existing tenancy.

One of the key changes introduced by the Localism Act 2011 was in relation to the introduction of fixed term tenancies (FTT) for social housing providers. FTT tenancies can be offered in addition to lifetime tenancies.

### **The Tenancy Standard (Homes and Communities Agency (Homes England), 2012)**

The Localism Act 2011 also brought about the revised Tenancy Standard which states that all Registered Providers (RPs) shall let their homes in a fair, transparent and efficient way. They shall take into account the housing needs and aspirations of tenants and potential tenants. They shall demonstrate how their lettings:

- (a) Make the best use of available housing
- (b) Are compatible with the purpose of the housing
- (c) Contribute to local authorities' strategic housing function and sustainable communities.

Registered Providers (RPs) of social housing are able to offer assured tenancies, but if they choose to use fixed term tenancy it is expected that they will normally be for a minimum term of 5 years (although 2 years can be offered in exceptional circumstances) and offer broadly the same tenancy conditions as those for secure tenants except for the fixed term period. RPs must also have a clear, published procedure for the appeals process, should their tenant wish to question the fixed term.

The Housing and Planning Act 2016 introduced new regulations. A summary is set out below:

#### **The Housing and Planning Act 2016 (with associated chapter references)**

- Introduction of Starter Homes as affordable housing (discounting new homes by up to 20%) (**Part 1 Chapter 1**)
- Promotion of self-build and custom house building (**Chapter 2**)
- Measures to address rogue landlords and property agents in the private rented sector in England (**Part 2**)
  - Banning orders (**Chapter 2**)
  - Rent repayment orders (**Chapter 4**)
- Recovering abandoned premises in England (**Part 3**)
- Housing, Estate Agents and rent charges (**Part 5**)
- Planning powers (**Part 6**)
- Compulsory Purchase powers (**Part 7**)
- Social Housing (**Part 4**)
  - including Right to Buy on a voluntary basis (**Chapter 1**)
  - vacant higher value local authority housing (**Chapter 2**)
  - rents for high income social tenants (“Pay to stay”) (**Chapter 3**)
  - reducing regulation of social housing (**Chapter 4**)
  - insolvency of Registered Providers of social housing (**Chapter 5**)
  - Mandatory use of flexible fixed term tenancies – Secure/‘Lifetime tenancies’ no longer to be awarded by Local Authorities (**Chapter 6**)

Government Guidance is still awaited in relation to some of these regulations however, the conclusions and recommendations of the Select Committee - Housing and Right to Buy Response (April 2017)<sup>19</sup> are included in the details below:-

- i. **Extension of the Right to Buy (RTB) to RP’s** on a voluntary basis.  
This would allow Registered Provider tenants to be given the same right as council housing tenants to the right to buy the home they rent. However, any RP selling its property through “RTB” would need to use the funding received to build at least “one for one” replacement property within the district (this could include ‘starter homes’).

This is likely to prove difficult in areas like Oxford where land prices and cost of development are high. The provision of starter homes may also be cost-prohibitive given the high price of property even at lower quartile levels.

<sup>19</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/606204/CM9416\\_-\\_Select\\_Committee\\_Housing\\_and\\_Right\\_to\\_Buy\\_Response\\_Web\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/606204/CM9416_-_Select_Committee_Housing_and_Right_to_Buy_Response_Web_.pdf)

However, outcomes from the consultation on the Government's Housing White Paper published earlier in 2017 (ref. starter homes) are awaited<sup>20</sup>.

The government has also stated that any RP should ensure that it provides advice and support to its customers to ensure that an informed choice is offered with regards to homeownership.

In addition, to limit the amount of properties purchased under the RTB being sold on into the private rented sector, investigations are to be made to establish that any RTB properties re-sold within ten years should be offered to the RP or local authority to purchase.

*NB: The Government has initiated a pilot scheme and will update in due course when and if the full scheme will be rolled out.*

- ii. **Sale of vacant higher value local authority housing** – under the new legislation, local authorities will be required to make a payment to the Secretary of State based on the value of their vacant high value housing – this may be in the form of an assumption of this value even if the actual vacancies or sales do not take place. However, agreement may be sought with the Secretary of State for a local authority to retain a portion of its sales to fund the delivery of at least one home for every other home sold.

The Government is still considering the definition of “higher value” and therefore the City Council will await further guidance. The Housing Minister announced that implementation of Right to Buy for Registered Provider (RP) tenants, along with forced sale of high value council homes, will be delayed until at least 2019 and possibly longer<sup>21</sup>.

- iii. **Introduction of “Pay to Stay”** – Rents for high income social tenants otherwise known as “Pay to stay” was proposed within the Housing and Planning Act 2016 however, the Government decided in November 2016 to abandon the mandatory scheme. Local authorities and RPs will continue to have the discretion to implement a ‘Pay to Stay’ policy for tenants with incomes over £60,000. Oxford City Council has decided not to pursue this at present due to the unaffordability of alternative accommodation in Oxford.
- iv. **Reducing regulation of social housing** – Proposals to de-regulate RPs and return them to the private sector could provide opportunities for RPs to secure alternative funding for housing development in the future.
- v. **Insolvency of Registered Providers of social housing** – A housing administrator has two objectives: Firstly to keep normal administration; and secondly to keep social housing in a regulated sector.
- vi. **Removal of secure tenancies** – this requires local housing authorities in England to apply a mandatory use of Flexible Fixed Term Tenancies for all new

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<sup>20</sup> <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/CBP-7643>

<sup>21</sup> Source NHAS, Posted 28th November, 2016



tenancies (a flexible fixed term tenancy is a tenancy existing for a fixed number of years). Most new tenancies will be granted for a period between 5 and 10 years and the local authority will be required to carry out a review of the household's circumstances prior to the end of the fixed term.

The legislation is also expected to have an effect upon "Succession rights" to existing secure tenancies i.e. where immediate family members who would normally succeed to secure tenancies, may only be granted a 5 year tenancy. This is an amendment to the Housing Act that will be applied across the board, not just for new tenants.

Local authorities are awaiting Government guidance on the key issues highlighted above as to whether they may use their discretion for particular tenancies. In respect of this Tenancy Strategy and Tenancy Policy, Oxford City Council will comply with the legislation as it is enacted and will operate in accordance with the relevant Government guidance as issued.

### Right to Buy (RTB) for Council tenants<sup>22</sup>

From 5<sup>th</sup> April 2012 the Government amended the levels of RTB discount that Council Tenants could receive. Currently there is a **35% discount** for a public sector tenant who has had a social tenancy between 3 and 5 years. After 5 years, the discount increases by **1%** for every extra year, up to a maximum of **70%** – or **£80,900** whichever is the lower, across England.

From May 2015 (i.e. since the Council's Tenancy Strategy 2013-18 was produced), the eligibility criteria also changed, reducing the requirement of 5 years public sector tenancy to 3 years, enabling more tenants to be eligible for the RTB much sooner. Oxford has generally seen a decrease in the number of successful RTB applications since 2014/15 (see FIG B.1). One of the reasons for this is that even after applying the maximum RTB discount the house prices in Oxford continue to remain high. Therefore, there would still be a significant amount to pay for the property – thus requiring a substantial deposit and income in order to support a large mortgage.

### FIG B.1 Right to buy properties sold

Year	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
<b>Number of properties sold through RTB</b>	3	8	45	46	32	25	38

Source – Oxford City Council internal records

<sup>22</sup> <https://www.gov.uk/right-to-buy-buying-your-council-home/discounts>



## Homes and Communities Agency (HCA)<sup>23</sup> Affordable Homes Programme

In January 2017 the Government announced an extension to the Homes and Communities Agency (HCA) Affordable Homes Programme 2011-15, offering a wider range of ways to help people into home ownership and to provide support for those that need affordable housing. The variety of tenures available, now includes Affordable Rent (tenancies let with rents of up to 80% of local market rents); Shared Ownership; and Rent to Buy (which will be let with rents set at or below 80% of the local market rent for a set time period, giving tenants the opportunity to save for a deposit and then the option to buy their current home).

It is a general requirement that any additional homes that are part funded by HCA under the programme will generally be let at Affordable Rents (although allowances are made to support social rents where there is a demonstrable need) and that Registered Providers may also elect to re-let a proportion of existing homes using the Affordable Rent regime when a property becomes vacant.

### Definition of Affordable Housing<sup>24</sup>

The Glossary of Terms set out in the National Planning Policy Framework (NPPF)(2012) defines Affordable Housing as: *“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision”*. Further clarity and detail is provided in the NPPF document. However, the Housing White Paper 2017 suggests a different definition to include a wider range of tenures i.e. starter homes. In March 2018, the Draft Revised National Planning Policy Framework was published for consultation. This includes affordable housing for rent, Starter Homes, discounted market sale housing and other affordable routes to home ownership. The outcome of the consultation is awaited.

Any Affordable Housing provided in Oxford will need to meet with the planning policies and Affordable Housing definitions available at the time of any planning application.



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<sup>23</sup> Homes and Communities Agency (HCA) became ‘Homes England’ in January 2018 but funding and development programmes introduced in 2011 and 2015 were launched under the HCA title.

<sup>24</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

# Oxford city context

Oxford city has become one of the fastest growing cities in England with a current population of approximately 155,300 (ONS 2016 revised mid-year estimate), predicted to grow to an estimated 172,000 by 2031<sup>25</sup>. Land is limited and at a premium within the city boundary. Therefore, Oxford has become one of the least affordable cities to live in England.

The number of people who own their own home in Oxford is well below national average at 47% compared to 63% in England as a whole. The City has a large private rented sector (28%) compared to the South East and England (both approximately 16%), and a sizeable social rented sector (21%). Around 2% of households are living rent free.

### Median gross income for Oxford employees<sup>26</sup>

In 2017, the median gross annual workplace-based earnings for employees in Oxford were **£32,517** which equates to weekly gross earnings of £625. **FIG C.1** demonstrates how the median gross annual workplace-based earnings have increased in Oxford since 2015 in comparison to the rest of England.

### FIG C.1 Median gross annual workplace earnings comparison

Median gross annual (where available) workplace-based earnings in Oxford compared to England, 2015 to 2017 (£)

	2015	2016	2017
Oxford	31,165	31,799	32,517
England	27,841	28,496	29,079

### What is affordable?

Generally, if a property is considered to be **affordable**, it's usually reasonably priced (with or without subsidy) and the individual will have enough money to buy or rent it.

With regards to household income, a household needs to establish that from their GROSS earnings or income they are expected to pay national insurance and tax, after which, the household is left with a NET income from which they would expect to pay towards the following as an example (the list is not exhaustive):

<sup>25</sup>

[https://insight.oxfordshire.gov.uk/cms/system/files/documents/2%20Population%20JSNA%202018\\_0.pdf](https://insight.oxfordshire.gov.uk/cms/system/files/documents/2%20Population%20JSNA%202018_0.pdf)

<sup>26</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

- Pension contributions (sometimes this is taken from wages at source)
- Rent / Mortgage (housing costs)
- Council Tax
- Food
- Utilities
- Insurances
- Transportation
- Clothing
- Health and Wellbeing

When it comes to paying for housing costs, the Oxfordshire Strategic Housing Marketing Assessment (SHMA 2014) report uses the assumption that no more than 35% of gross income should be spent on housing costs for rented properties. For social rents, the SHMA estimated a figure of 30% of income. This was to reflect the lower residual income linked to lower housing cost.<sup>27</sup> The SHMA practice guidance (withdrawn in March 2014) also indicated that local circumstances could justify other figures being used to calculate affordability.

Feedback from stakeholders and public during the consultation on the draft Tenancy Strategy 2018-23<sup>28</sup> indicated a clear preference to calculate affordability based on NET household income. FIG C.5 set out in this appendix, clearly shows a comparison of the NET and GROSS income that is required to pay a typical private rent or an Affordable Rent at 80% of market rent values.

Whilst this Tenancy Strategy suggests that an affordable level of spend on housing cost (i.e. rent and/or mortgage for affordable home purchase) would be around 35% of net annual income<sup>29</sup>, it is the responsibility of each household to ascertain what they can afford, comparing their respective income with their outgoings and prioritising their rent/mortgage to minimise the risk of losing their home.

### Affordability of home ownership in Oxford

During 2015-2016 house prices in Oxford rose by 8.5%<sup>30</sup> compared to 3.2% nationally. In 2016-2017 the increase in house prices slowed to just 7.6% compared to a rise nationally to 3.8%. When compared to other UK cities, house price inflation in Oxford (March 2017 to March 2018) was running at 3.9% compared to a UK average of 5.5% and sales in Oxford do not appear to be keeping up with the number of new homes coming on the market<sup>31</sup>. Although house prices have slowed, they are still beyond the affordability reach of many lower income households in the city and this may be contributing to the longer sales periods.

The Housing and Homelessness Strategy 2018-2021 refers to the Cities Outlook (Centre for Cities) 2017 report, which looks at the '**average**' house price and income

<sup>27</sup> [https://www.oxford.gov.uk/downloads/file/1753/shma\\_final\\_report](https://www.oxford.gov.uk/downloads/file/1753/shma_final_report)

<sup>28</sup> Stakeholder Workshop 4 April 2018

<sup>29</sup> See also House of Commons Briefing Paper #07747 "What is Affordable Housing" 19/3/18

<sup>30</sup> Cities Outlook 2018 - Centre for Cities (Jan 2018) report

<sup>31</sup> <https://www.hometrack.com/uk/insight/uk-cities-house-price-index/march-2018-cities-index/>

levels in Oxford rather than the **median**. The 2018 report continues to highlight the gap in affordability stating that in Oxford, the average house price (£523,200) is 17 times higher than the average annual earnings (£30,200).

For the purpose of developing this strategy, the **median** rather than **average** income and house price figures have been used. Highlighted below in **FIG C.2** and **FIG C.3** are the figures from the Office of National Statistics (ONS) to demonstrate how the **median** house price has increased for period 2015 – 2017 along with the ratio of **median** house price to **median** gross annual earnings.<sup>32</sup>

**FIG C.2 Median house price comparison**

**Median house price comparison between Oxford and England, for periods Q3-2015 to Q3-2017(£)<sup>33</sup>**

	Q3 – 2015	Q3 - 2016	Q3 - 2017
Oxford	340,000	370,000	400,000
England	209,500	220,000	230,000

Whether using the ‘average’ or ‘median’ calculation, both methods support the case that purchasing a home in Oxford is beyond the financial reach of the majority of Oxford households and employees earning lower level incomes.

### Median House Price

House Price data sets are part of the House Price Statistics for Small Areas (HPSSAs) release, produced by Office of National Statistics (ONS). These statistics report the count and median price of all dwellings sold and registered in a given year. They are calculated using open data from the Land Registry, a source of comprehensive record level administrative data on property transactions.

According to these statistics, the median house price paid in Oxford in September 2017 was £400,000. The median price paid for a detached house was £700,000; for a semi-detached house £420,000; for a terraced house £410,000; and for a flat/maisonette £305,000.<sup>34</sup> House prices have generally increased over the last five years<sup>35</sup>. However, the house price data for September 2017 shows a drop in median prices paid for detached properties.

<sup>32</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/methodologies/housepricestatisticsforsmallareasqmi>

<sup>33</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

<sup>34</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpssadataset09>

<sup>35</sup> See Appendix A: Evidence Base – Oxford City Council Housing and Homelessness Strategy 2018-2021

**FIG C.3 Median house price to median gross earnings ratio comparison**

**Ratio of median house price to median gross annual (where available) workplace-based earnings in Oxford compared to England, 2015 to 2017**

	2015	2016	2017
<b>Oxford</b>	10.91	11.64	12.30
England	7.52	7.72	7.91

Looking at **lower quartile** house prices for Oxford (i.e. £308,500 in September 2017), these are around 12.18 times higher than the lower quartile gross annual workplace-based earnings (£25,325 pa). Whether median or lower quartile figures are used, the multiplier of income to house price makes buying or renting a property in the City unaffordable for many people on lower incomes.

### Affordability to buy and minimum mortgage deposit<sup>36</sup>

Mortgage lenders traditionally require at least 5% of a property's sale price to be provided by the purchaser as a deposit before they will lend a mortgage on the remaining property value e.g. a property purchase price of £300,000 in Oxford would require the purchaser to provide a deposit of at least £15,000, with the remaining balance of £285,000 being provided as a mortgage. Using this example, the monthly mortgage repayment would be approximately £1351 per calendar month, assuming 3 % interest over a 25 year term<sup>\*\*</sup>. Assuming that the monthly mortgage repayment was 35% of net household earnings, the **net** annual household income would need to be approximately £46,320 (or £3,860 pcm). The figures calculated above are estimated and do not include any other household costs, living expenses or allow for a possible mortgage interest rate increase.

Depending on individual circumstances, a mortgage lender may require the purchaser to provide a much larger deposit from the outset. In addition, the lender may limit the amount of mortgage borrowed i.e. may not lend as much as the £285,000 mortgage required in the example above (see paragraphs below).

### Loan-to-income ratio to qualify for a mortgage<sup>37</sup>

In the past, if an annual gross household income was £50,000, it may have been possible to borrow up to five times this amount, giving a mortgage of up to £250,000. However, mortgage lenders may cap the loan to income ratio and are obliged to complete a full affordability assessment.<sup>\*\*</sup>

The affordability assessment ascertains what level of monthly payments can be afforded, taking into account income minus various living and personal expenses.

<sup>36</sup> <https://www.which.co.uk/money/mortgages-and-property/mortgages/guides/mortgages-and-deposits-the-basics/how-much-deposit-do-you-need-for-a-mortgage#minimum>

<sup>37</sup> <https://www.moneyadvice.service.org.uk/en/articles/how-much-can-you-afford-to-borrow>

<sup>\*\*</sup> NB. This is an example only and should not be taken as financial or mortgage advice. Such advice should be sought from a professional qualified and regulated (by the Financial Conduct Authority) mortgage adviser or financial adviser who will consider individual circumstances and will advise accordingly.



This assessment change was brought into effect following a full review of the mortgage market by the Financial Conduct Authority in 2014.

The lender must also look ahead and consider the impact of future changes in circumstances on the borrower’s ability to repay the mortgage. The lender will take into account the effect of possible interest rate rises and possible changes to lifestyle, such as:

- Redundancy
- Having a child, or
- Taking a career break

If the lender thinks the household will not be able to afford the mortgage payments in those circumstances, it might limit how much can be borrowed and therefore require purchasers to fund a much larger cash deposit.

In addition the borrower must take into consideration mortgage arrangement and legal fees, and possibly Stamp Duty Tax. However it was announced in the autumn 2017 budget, that with immediate effect, the Stamp Duty would be abolished for first time buyers purchasing a property up to £300,000.

### Affordability of the Private Rental Market in Oxford<sup>38</sup>

Oxford’s private rented sector appears to remain buoyant with an increasing demand from a large student population, potential owner occupiers who have been priced out of the market, and a lack of social housing for those on low incomes. The city has a large private rented sector (28%) compared to the South East and England (both approximately 16%).<sup>39</sup>

Despite a relatively buoyant market, affordability of private rented accommodation is becoming increasingly unaffordable for many households on lower incomes. Fig C.4 provides a comparison of median private rents across Oxford, Oxfordshire and England.

### FIG C.4 Private Rental Market Statistics

Summary of private rents per calendar month (pcm) recorded for different property types between 1 October 2016 and 30 September 2017 for Oxford (all postcodes), Oxfordshire and for England.			
Accommodation Type	Oxford Median Rent (£pcm)	Oxfordshire Median Rent (£pcm)	England Median Rent (£pcm)
Room only	510	509	377
1 bedroom	975	775	595
2 bedroom	1,175	925	650
3 bedroom	1,425	1,200	750
4 bedroom min	2,100	1,850	1,300

<sup>38</sup> <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-october-2016-to-september-2017>

<sup>39</sup> Oxford City Council Housing & Homelessness Strategy 2018-2021

The Oxfordshire Strategic Housing Marketing Assessment (SHMA 2014) report uses the assumption that no more than 35% gross income should be used to cover housing costs.<sup>40</sup> However, it should also be noted that within the National Housing Federation briefing paper: “How affordable is housing for people in lower-income occupations?”<sup>41</sup> those working in care, leisure and other service occupations, are cited as having to spend up to 40% of their earnings on local median rents in some areas.

Using the Oxford Median Private Rent calculations in FIG C.4, the table FIG C.5 estimates the minimum income required to afford such rents. The calculation assumes that rent payments would be around 35% of the household’s net income; this excludes any other household bills and the deposit to secure the property.

**FIG C.5 Private Rental and net household income comparison figures**

Reference SHMA 2014 - rent assumed at 35% of gross income. The table below shows annual household income required to pay median rent per calendar month (pcm) (both standard private rent and 80% of market rent) in Oxford (all postcodes).

Property Type	Private Rent (pcm) (£)	Minimum annual net household income required (£)	Approx. Gross annual household income required (£)	80% Market Private Rent (£ pcm)	Minimum annual net household income required (£)	Approx. Gross annual household income required (£)
Room Only	510	17,485	20,937	408	13,988	15,821
1 bed	975	33,428	44,408	780	26,742	34,524
2 bed	1,175	40,285	56,095	940	32,228	42,640
3 bed	1,425	48,857	70,784	1,140	39,084	54,023
4 bed	2,100	72,000	>95,000	1,680	50,760	74,095

Source for earnings conversion: [www.thesalarycalculator.co.uk](http://www.thesalarycalculator.co.uk)

FIG C.5 demonstrates that even for a 1 bedroom property, the cost of private or Affordable Rent (at 80% of market rent) tenure would require an income exceeding the median gross annual workplace-based earnings in Oxford i.e. £32,517, just to afford the rent costs.

<sup>40</sup> [https://www.oxford.gov.uk/downloads/file/1753/shma\\_final\\_report](https://www.oxford.gov.uk/downloads/file/1753/shma_final_report)

<sup>41</sup> National Housing Federation: <https://www.housing.org.uk/resource-library/browse/how-affordable-is-housing-for-people-in-lower-income-occupations/>

## Local Housing Allowance (LHA) <sup>42</sup>

The housing cost element of Universal Credit is capped at Local Housing Allowance (LHA) rates for the rental market area. Private rented sector tenants who are in receipt of Universal Credit may find that there is a significant shortfall between their contractual rent and the LHA rate (see FIG C.6 for 2018/19 LHA rates). The tenant will be required to pay the shortfall from their household income or, if eligible for additional assistance, the tenant may be able to apply for and receive discretionary housing payment top-ups.

**FIG C.6 Local Housing Allowance Shortfall**

Accommodation Type	Private Rent (pcm)(£) all Oxford postcodes	LHA Weekly Allowance (£)	Shortfall against standard Private Rent (pcm)
Room Only	510	82.97	149.48
1 bedroom	975	158.90	284.54
2 bedroom	1,175	192.48	338.63
3 bedroom	1,425	230.14	422.99
4 bedroom	2,100	299.18	799.99

FIG C.6 demonstrates that private rented accommodation in Oxford is unaffordable for many people receiving Universal Credit or low level incomes.

## Social Housing

The social and affordable rented accommodation in Oxford includes:

- 7,746 Council-owned dwellings and
- 3,753 dwellings that are owned, let and managed by Registered Provider partners, over which the Council has over 90% nomination rights.
- Since April 2013, there have been 186 Council properties sold under the Right to Buy.

**FIG C.7** shows the estimated amount of annual net (and gross) household income required to pay a social rent in Oxford City. The estimate assumes that rent payments are 35% of net household income after tax and National Insurance. It does not account for any pension payments or household bills such as Council Tax, utilities, telephone, water, food etc.

<sup>42</sup> <https://www.entitledto.co.uk/help/Local-Housing-Allowance-Rates>



## FIG C.7 Social Rent and minimum income

Estimated annual household income required to pay a monthly social rent per accommodation type

Number of bedrooms	Average Weekly Rent (£)	Average Monthly Rent (£)	Est. annual net household income required (£)	Est. net income £ pcm	Est. gross annual household income required (£)
Bedsit	100.07	433.64	14,868	1,239	17,056
1	103.72	449.45	15,408	1,284	17,760
2	117.49	509.12	17,460	1,455	20,937
3	119.24	516.71	17,712	1,476	21,292
4	137.86	597.39	20,484	1,707	25,350
5	141.07	611.30	20,964	1,747	26,056
6	144.78	627.38	21,504	1,792	27,760

Source: Conversion of net to gross earnings: [www.staffax.co.uk](http://www.staffax.co.uk)

Source – Average Weekly rent figures are from Oxford City Council database

Clearly, social rented tenure is much more affordable for those households receiving an annual income at or below the gross local median level of £32,517 pa.

### Shared ownership (Part Rent / Part Buy)<sup>43</sup>

With a shared ownership/part rent part buy a home, the share to purchase can generally start from as little as 25% and the rent on the remaining share is usually set in the region of 2.75% - 3% on the unsold equity (although this can vary). Typically, as the mortgage sought to buy the equity share is low, the deposits that are required to purchase the property are lower and can be as little as 5% of the share price. For First time buyers, there is no stamp duty to pay if the property is less than £300,000. Another feature of the part rent/part buy scheme in Oxford and elsewhere is that there is an established second hand market of shared ownership homes. Although most properties are available on a new build basis, over time, these properties can be sold on to new buyers and if the owner has not yet bought 100% of the property, the occupiers can offer their existing share for sale on a second hand basis in a process known as a 'resale'. To give an example of other housing options available for those wishing to live in Oxford and to purchase an equity share (namely 25% in the examples provided) see FIG C.8. The figures exclude legal and mortgage arrangement fees, and other household bills such as Council Tax, utilities, TV, insurances etc. \*\*

<sup>43</sup> (FIG C.8 also) <https://www.shareto buy.com/sharedownership/in/Oxford>

\*\* These are examples only and should not be taken as financial or mortgage advice. Such advice should be sought from a professional qualified and regulated (by the Financial Conduct Authority) mortgage advisor or financial advisor who will consider individual circumstances and provide advice accordingly.

## FIG C.8 Shared Ownership example

Estimated annual net household income required to pay monthly shared ownership costs where the total monthly costs are 35% of net household income.

Property Type	Property price (£)	Share price (£)	Min. deposit (£)	Est. monthly cost (£) (incl. rent, service charge & est. mortgage)	Est. Net annual household income required (£)	Est. Gross annual household income required (£)
1-bed flat	197,000	49,250	4,925	688	23,590	29,930
2-bed flat	395,000	98,750	9,875	1021	35,004	46,989

The estimated monthly cost as set out in the example above for a 1-bedroom flat, assumes a mortgage of approximately £196, a rent of £350 and service charges of £142. This would suggest a mortgage rate of approximately 2.5% to 3% over a 25 year term but mortgage rates can vary<sup>44</sup>. It also assumes a rent charge of around 2.85% on the unsold equity. A reduced % rent charge on the unsold equity would make the shared ownership more affordable to the purchaser and therefore it will be important for the City Council to promote and support a reduced level (%) of rent charge on the unsold equity in the interest of purchasers. However, consideration will need to be given to the impact that a reduced level rent charge may have upon the viability of the units being provided on new-build development schemes.

The availability of mortgages and the cost of mortgage payments will also be influenced by a purchaser's available deposit and income (the maximum annual household income needed to purchase a shared ownership unit is £80,000 outside of London); the current mortgage interest rates; and the range of mortgage lenders who are able to lend on shared ownership properties (which can be a limited number of lenders in the market). As can be seen in FIG C.8, the income required to support the purchase of a two bedroom shared ownership flat in Oxford can be high. Some households may wish to spend a higher proportion of their income on housing costs, however, if a more affordable proportion was applied i.e. 35% of net income to be spent on rent/mortgage, then a single purchaser buying a 2 bed flat would need to earn around £50,000 pa gross, or have a joint household income to this level, in order to cover rent/mortgage and have sufficient income remaining (65%) to cover the cost of other household bills such as the cost of food, furniture, clothing, Council Tax, transport/travel, utility bills, insurances, healthcare etc.

Another concern of providing shared ownership properties in Oxford is that the likelihood of low income earners being able to staircase ownership to 100% is

<sup>44</sup> <https://www.money.co.uk/mortgages/shared-ownership-mortgages.htm>

minimal, given the high market value of property and the additional mortgage required for owners to increase their equity share. However, as the City needs more than 1000 additional affordable homes per annum up to 2031, it is of some benefit that shared ownership homes are not often 'lost' to the open market through 100% equity staircasing.

### **Other intermediate models**

In addition to shared ownership/part rent part buy tenure, models of intermediate affordable housing can also include Rent to Buy, Affordable Rent and Starter Homes as described earlier in this document. Other models of intermediate tenure can include Restricted Resale Covenants, where a new build property is sold to eligible persons at a discounted price – usually discounted around 30%. This discount can be applied to subsequent sales to ensure that the properties remain affordable in perpetuity. Due to the high property values in Oxford, freeholders of such schemes would need to offer much higher discounts in order to make them truly affordable for local earners e.g. discounts of as much as 50 – 60% of market price on first and subsequent sales.

Discounted market sale properties are not included in the current National Planning Policy Framework definition of Affordable Housing (2012), therefore would not be acceptable to the Council as an alternative intermediate tenure. Should the Government policy position change in the future (i.e. following consultation on the Draft NPPF document published in March 2018, then careful consideration will need to be given as to the affordability of any proposed discounted market sale homes in Oxford.

### **Additional challenges for Oxford.**

More housing, in particular more affordable housing, is needed to accommodate and support the projected growth in population and the growth of the local economy. However there are limited opportunities to develop the significant number of properties needed, due to the lack of suitable and available land within the City boundary. Local people want to live in a property where they can feel settled and have reasonable access to work, education, support to improve their health and well-being, and to live in a thriving and sustainable community.

In addition:

- There is an increasing number rough sleepers on Oxford's streets
- Given the affordability pressures within Oxford, the SHMA<sup>45</sup> estimates that around 1,029 affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are over 2,500 households currently on the Housing Register.
- There are an increasing number of people who require social housing and who are vulnerable or have complex support needs.

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<sup>45</sup> Strategic Housing Market Assessment (SHMA) 2014 for Oxfordshire

More information about Oxford’s housing challenges and the actions being taken by the City Council to address them, can be found in the Housing and Homelessness Strategy 2018-2021.

### Overall earnings and tenure cost comparison example

Throughout Appendix C, consideration has been given to the affordability of the various tenures for different property sizes. FIG C.9 highlights the various tenure costs for a 1 bedroom property in Oxford and indicates the estimated household income required to support the purchase or rent in each case. Rent and/or mortgage at 35% of NET household income has been used to calculate housing affordability, however the last row of FIG C.9 also considers the GROSS annual income required to cover housing costs.

**FIG C.9 Earnings and tenure cost comparison for a 1 bed property in Oxford**

1-Bedroom Property Tenure Type	Private Rented	80% Market Private Rent (Affordable Rent)	Shared Ownership (25% share of property priced at £197,000)	Social Rent
Cost (£pcm)	975	780	688*	450
Est. Annual income required if 35% of GROSS income was used for rent.	33,428 (£2,785 pcm)	26,742 (£2,228 pcm)	23,590 (£1,966 pcm)	15,428 (£1,286 pcm)
Est. Annual income required if 35% of NET income was used to pay rent.	44,408 (£3,701 pcm)	34,524 (£2,877 pcm)	29,937 (£2,495 pcm)	17,760 (£1,480 pcm)

\*Includes monthly rent, service charge and estimated mortgage for 25% share, but no other household bills. Rents will increase annually based on formula rent increase.

### Tenure costs and residual income

FIG C.10 summarises the different tenure costs by bedroom size within Oxford city as set out earlier in Appendix C. It shows that if using 35% of net median income for housing costs (i.e. rent and/or mortgage), as the costs of rent or shared ownership rise, there will be an increased need to use a higher proportion of the household’s residual net income which would normally be used to pay other bills such as food, utility bills, council tax, insurances, clothing, travel, health costs, pensions etc. (see orange highlighted cells in FIG C.10). It therefore follows that to reduce impact on residual income, a household will need to have a larger annual salary or another joint

household income to afford the higher cost of rent and/or mortgage. Alternatively the household may become reliant on Universal Credit or have a need to apply for a discretionary housing payment to top up the shortfall between income and contractual housing cost.

It is important to ensure that the risk of poverty and homelessness is reduced, and that the residual net income of a household is sufficient to support an adequate standard of living. Therefore it is generally considered that where possible, a household receiving a median or lower quartile level income should pay no more than 35% of their net household income on housing costs. This proportion is also supported through other national research<sup>46</sup>.

**FIG C.10 Tenure costs and residual income**

No. of Beds	35% of NET income* (£) pcm	Residual Net Income to pay bills	LHA Rate (£) pcm	Social Rent (£) pcm	Affordable Rent (£) pcm	Private Rented (£) pcm	Shared Ownership (£) pcm
Room Only	740	1376	360	434**	408	510	***
1	740	1376	690	449	780	975	688
2	740	1376	836	509	940	1175	1021
3	740	1376	1000	517	1140	1425	***
4	740	1376	1300	597	1680	2100	***

\* £32,517 gross median income per annum calculates to an estimated £25,397 net income per annum or **£2116** net per calendar month (pcm), of which 35% to be used on rent and/or mortgage costs.

\*\* Oxford City Council does not offer room only accommodation within its social housing stock, instead it offers self-contained Bedsit/Studio type accommodation giving a tenant access to their own kitchen and bathroom. Room only in the private sector usually comprises of a room for private use and access to shared kitchen, bathroom and lounge area.

\*\*\* Costs not available at time of research

In summary, it is evident from the data set out in this Appendix, that for those receiving median level income (£32,517 pa) or less, the cost of affording a shared ownership, Affordable Rented (at 80% of market rent), or a home in the private rented sector in Oxford, is unaffordable. With high demand for housing in Oxford and high property and rent values, the unaffordable cost of housing could potentially lead to lower wage earners (such as service industry staff) who have essential or key skills to support Oxford's local community and economy, moving to more affordable areas outside of the City.

<sup>46</sup> See some of the data and research sources listed in the Bibliography.

## APPENDIX D

# Flexible Fixed Term Tenancies (FFTT), how will they potentially work in Oxford?

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A Flexible Fixed Term Tenancy is a tenancy existing for a fixed number of years.

Appendix B of this Tenancy Strategy sets out the requirements of the Housing and Planning Act 2016 in relation to the proposal to introduce a mandatory requirement for all Local Authorities to offer Flexible Fixed Term Tenancies (FFTT). This section looks at how FFTT could be applied in Oxford by the City Council (subject to Government guidance being published). Where a FFTT is to be offered by a social housing provider, the broad principles set out in this section would also apply to the relevant landlord.

If FFTTs are to be offered, it is anticipated that they will normally be offered on a 5-year term with discretion to offer a different term based on individual household circumstances, some examples of which are set out below:

- **2 year fixed term** - where there has been previous evidence of poor tenancy performance.
- **Predetermined fixed term** – a tenure term could possibly be fixed for a different duration in the following circumstances:
  - A term up until the oldest child within the household reaches the age of 19 to ensure the child has secure accommodation whilst at school.
  - If the property type is in limited supply but there is high demand for such property within the local area
  - If the property has been adapted specifically to meet the needs of a household.
  - Other exceptional circumstances (case by case basis)

## Secure tenancies

Where mandatory use of FFTT applies, it is possible that the Council may still be able to give further discretion to offer a Lifetime (secure) Tenancy in the new home for those in the following circumstances:

- If someone has fled domestic violence / abuse
- A tenant is downsizing
- An existing tenant who has been affected by a regeneration project

When a property becomes available to rent, the advert on the Choice Based Lettings website will clearly state the type of tenancy on offer and the successful tenant will be advised and guided by the Council about the duration of the FFTT in conjunction with procedures and the terms set by the tenancy agreement or, unless it is an exceptional case as suggested above, they may be awarded a Lifetime (secure) Tenancy.



Between 12 and six months prior to end of the fixed term, an assessment will be completed by the social housing landlord to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

There is a presumption that where the circumstances of the household have not changed, a new FFFT will be offered (subject to all other criteria having been met). If, after an assessment, the decision is NOT to issue a new FFFT at the end of the period, then a minimum of 6 months' notice, with a written explanation as to the reasons why the tenancy is not being renewed should be given to the tenant. This will allow time for any appeal process and for the tenant to seek the appropriate advice (and where necessary, support) to make a planned move or look for alternative accommodation (including property to purchase where the financial circumstances of the household allow). Such advice and /or support can be offered by the Council.

During the last 6 months of the tenancy period -

- If the tenant has proven NOT to be engaging with the planned move approach and then makes a homeless application to the local authority due to not having found and sustained suitable alternative accommodation, then an "intentionally homeless" decision could be made having regard to legislation.
- If the tenant is engaging/co-operating with a planned move approach but there is no suitable or alternative accommodation available, then an assessment and decision would need to be made by the Council or social housing provider in terms of how to proceed (e.g. offer a new tenancy or, seek possession of the current home and provide temporary accommodation whilst referring the customer to the available advice and assistance to access the Private Rented sector etc.).

The Council and social housing providers will be required to regularly review FFFTs. This is likely to increase the caseload of staff and increase demand on other resources in order to ensure that tenants are supported appropriately.

### **The Impact of Flexible Fixed Term Tenancy (FFTT) on:**

#### **Households**

It is clear that legislation is driving the policy change in terms of social housing tenancies. By having mandatory FFFT (i.e. no longer Lifetime Tenancies), households may become more transient and whilst this may be unsettling for some tenants, those who are particularly vulnerable may require further support from support agencies to maintain their tenancies or to make planned moves.

The **Housing and Homelessness Strategy 2018-2021** further highlights the issues within Oxford City in terms of the limitations with regards to costs of living and what households can reasonably afford, and the limited available and affordable accommodation that is on offer, therefore increasing pressure on households to establish how they can retain their FFFT and ensure stability for themselves.

Given the limited available and affordable housing options in Oxford, households may have no other choice than to move out of the area to more affordable locations. This may in turn, negatively impact upon the household's reliance on their support network.

A positive side is that a change of perspective may enable a household to manage and take control of their aspirations – deciding where they want to live and what tenure they can afford.

### **Communities**

Highlighted earlier, households may become more transient which in turn may impact upon the infrastructure of the community and its support network. There may be a lack of stability and a risk of communities becoming fractured, impacting upon social networks, any networks with police, social and care services, and general goodwill and neighbourliness. People may become less committed in investing their time within their local community.

### **Health and wellbeing**

The reliance of a local support network to ensure good health and wellbeing may be impeded by using only FFTT's due to the reduced security of tenure for social housing tenants over the longer term. Accessibility to hospitals, medical health centres, education establishments, social and care services will determine where people wish to live and where and what they can afford.

### **Resource**

Managing FFTTs will require additional resource to ensure successful management of tenancy and property, within a timeframe that allows for the Council, social housing provider/Registered Provider and tenant to consider their options as highlighted below:

#### **Council, social housing provider/Registered Provider (RP):**

- Should a new FFTT be offered assuming the tenant has adhered to all elements of the tenancy agreement and the property has been managed appropriately?
- Is the size or type of property still appropriate for the household to use? If not, will another FFTT be offered on a different property?
- Is there vulnerability, health or an exceptional circumstance that requires a tenant to be further supported with a new FFTT?
- If the FFTT is to be terminated, a minimum 6 months' notice should be given with a written explanation as to the reasons why, allowing the tenant to appeal the decision if appropriate.

#### **Tenant:**

- Is the property "fit for purpose" to meet their current household needs?
- Is it a requirement to live elsewhere to support access to jobs, social support networks etc.?
- A change of household income may instigate the tenant to consider other housing options available to them.



The review of the FFTT will require the Council and other social housing landlords to ensure efficient and effective use of properties and to minimise void rent loss thereby enabling a property to be reused for someone with a priority housing need.

There could also be reduced investment in home improvements as tenants may feel less inclined to make improvements for their own benefit, therefore potentially this could increase costs to the social housing provider to ensure the property continues to meet the Decent Homes Standard and is fit to re-let.

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APPENDIX 1

# Tenancy Strategy 2018-2023

May 2018





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## 1. Introduction

As a strategic housing authority, Oxford City Council is required to have a Tenancy Strategy in place to set out the Council's requirements and expectations of social housing providers operating within the City, to ensure that housing is provided to meet local housing need. Therefore this Tenancy Strategy 2018-23,



should be taken into account when Registered Providers and other social housing providers (including Oxford City Housing Limited – the Council's Housing Company) who develop and let dwelling houses in the City, adopt or review their own tenancy policies and operating procedures. This document also incorporates the Tenancy Policy for Oxford City Council in its role as a social housing landlord.

The Tenancy Strategy and appended Tenancy Policy have been developed following an evaluation of the Council's Tenancy Strategy and Policy Statement 2013-18; consultation with other Local Authorities, social housing providers, tenants and the public; and a review of the changes in legislation and Government policy. Production of this strategy meets with the agreed priorities and objectives set out in the Council's Housing and Homelessness Strategy 2018-2021, and is in conjunction with the development of Oxford's Local Plan 2036.

The ambition of the Housing and Homelessness Strategy 2018-21 is:

Oxford to be a City where people have access to affordable and high quality homes that enable them to build settled, safe and healthy lives, within sustainable and thriving communities.

To achieve this ambition, it is expected that all social housing providers will meet with the requirements set out in this Tenancy Strategy and ensure that truly affordable housing is provided to meet demand.

Oxford City Council's Tenancy Policy has been provided as Appendix A and is reflective of the aims of the Tenancy Strategy whilst incorporating legislative requirements i.e. the Housing Act 1985, Housing Act 1996, Localism Act 2011, Homelessness Act 2002 and, pending further government guidance, the Housing and Planning Act 2016.

### **The key objectives of the Tenancy Strategy are:**

- To promote Oxford City's housing vision with a focus to provide social rented tenancies
- To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community
- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

## 2. Oxford City Council Tenancy Strategy 2018-2023

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This is the Tenancy Strategy for Oxford City. At the time of writing (May 2018), local authorities are awaiting Government guidance with regards to the changes introduced in the Housing and Planning Act 2016, in particular, the implementation of Flexible Fixed Term Tenancies (FFTT) (see Appendix D for more information). It is anticipated that as legislation is enacted and statutory guidance is published, this Tenancy Strategy will be updated to reflect any mandatory requirements. **Fig 2.1** on page 6 demonstrates how this Tenancy Strategy links with other strategies, policies and tenant involvement activities.

### Social responsibility

Oxford City Council expects all housing providers that own or manage stock in Oxford to meet their social obligations and regulatory requirements some of which are set out in Appendix B of this Tenancy Strategy. In addition, the Council wants to ensure affordable housing – existing or new – meets Oxford’s housing needs, is truly affordable and provides good quality, energy efficient accommodation. The Housing and Homelessness Strategy 2018-2021 sets out that in addition to providing more affordable homes, preventing homelessness and meeting the needs of vulnerable people is a top priority for the Council. Moreover, the Council wants to promote homes – not just housing – where people can build lives, gain access to education, training, work and secure better health and well-being. By providing such homes the City Council, along with other social housing providers and partner agencies, can help to build successful, stable neighbourhoods and communities.



### Best use of housing stock

The Housing and Homelessness Strategy 2018-21 sets out how the City Council will work in partnership to make best use of social, affordable and private sector housing stock. There are good reasons to use the limited resource of social and affordable housing in the most effective way. These include:

- A severe shortage of genuinely affordable accommodation which cannot be met in the private sector as private sector rents are too high (even with the availability of housing benefit) and the general demand for affordable housing exceeds supply.
- An expectation to see social housing occupied by tenants who need the size, type and tenure of accommodation they occupy.



- Given the affordability pressures within Oxford, the Strategic Housing Market Assessment 2014 estimates that around 1,029 additional affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are around 2,500 households on the Housing Register, the majority of whom may never be offered a council or Registered Provider (also known as a housing association) tenancy.
- A need for move-on accommodation for vulnerable people who are building settled lives, moving from hostels or living in unsuitable accommodation. Lack of move-on housing can result in access to much needed specialist accommodation being blocked from those who need it.

To ensure that social housing is allocated appropriately, Oxford City Council has formed a partnership with the major Private Registered Providers of social housing who operate within the City. This is the Oxford Register for Affordable Housing (ORAH) Partnership and the Council maintains a common register of social housing applicants on behalf of the Partnership (details can be found in the ORAH Partnership Agreement<sup>1</sup>). ORAH Partners have agreed to give 90% - 100% of all lettings to Housing Register applicants nominated by the Council.

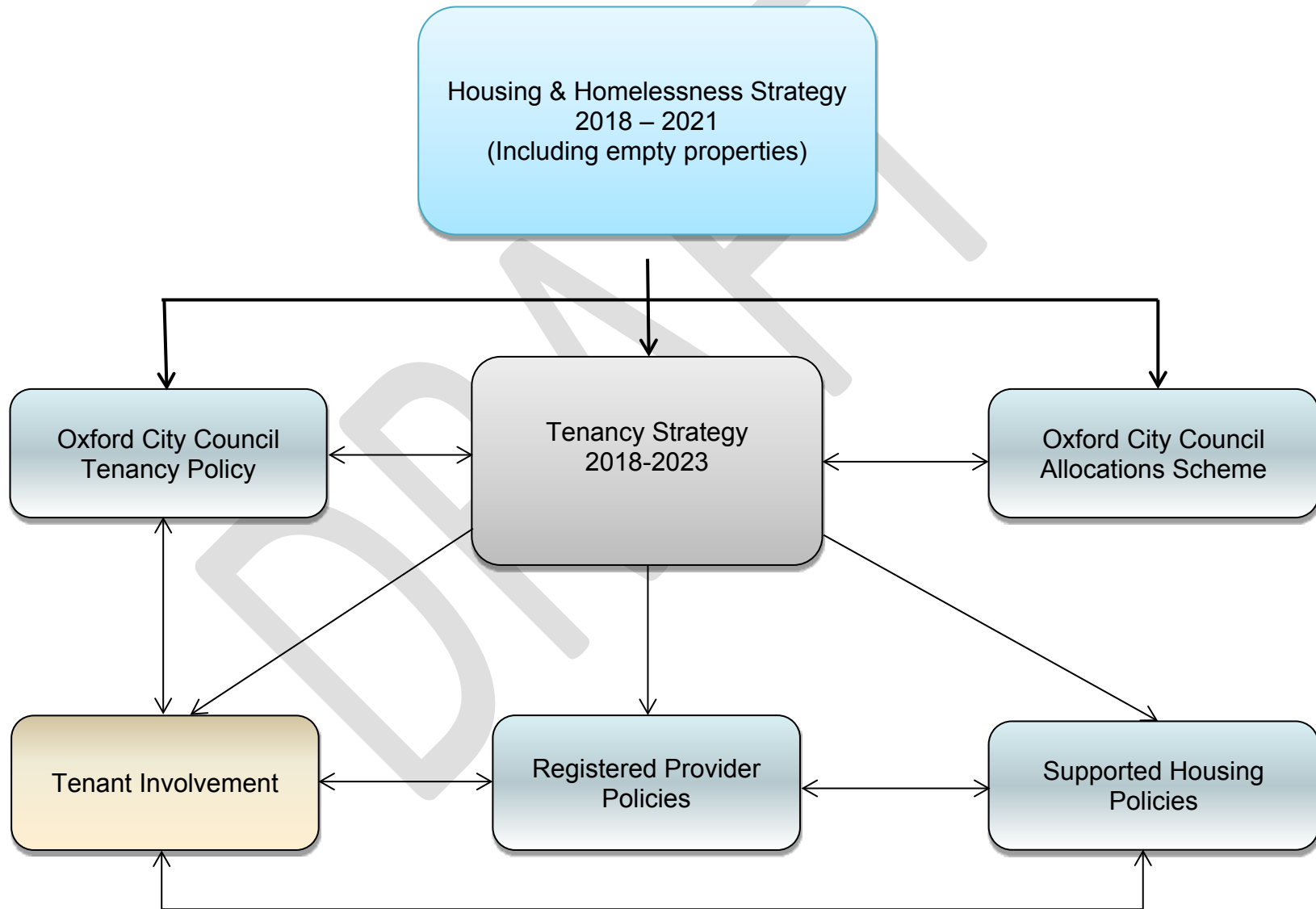
In line with the obligations set by the ORAH Partnership Agreement, S.106 Agreements<sup>2</sup>, and in accordance with the City Council's Allocations Scheme, the City Council requires that all social housing providers who own or manage stock in the City to make best use of that stock and provide suitable and genuinely affordable accommodation for those who need it. Under the ORAH Agreement, Registered Providers (RPs) have agreed not to dispose of any of their social housing stock in the city without the express consent of the Council. It is expected that RPs and all social housing providers in receipt of capital from sales of affordable housing units will use the receipt to build at least "one for one" replacement property within Oxford, preferably at social rent levels.

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<sup>1</sup> ORAH Partnership Agreement June 2011

<sup>2</sup> S.106 of the Town and Country Planning Act 1990.

FIG 2.1 Where the Tenancy Strategy fits



## Tenancy Management

Effective management of all conditions of the tenancy agreement, including tackling tenancy fraud, managing tenancy changes, mutual exchanges (e.g. Home Swapper Scheme or equivalent) and the Right to Buy process, will ensure that social housing tenants act appropriately and in accordance with their tenant responsibilities. The City Council expects social housing providers who own or manage stock within the City, to provide effective Tenancy Management services in order to assist in reducing the risk of homelessness and to support the development of sustainable neighbourhoods.

## Tenancy Sustainment

To ensure that tenants, who are vulnerable or who need additional support to help them sustain their tenancy, can access support when needed, Oxford City Council encourages all housing providers to invest resources to provide suitable tenancy sustainment services. Such support can assist tenants to remain living in the community where they have settled and where they are able, to access other support networks.

Valued investment in tenancy sustainment services has proven to give long term benefits to both the tenant and the landlord. The tenant is supported, and can feel more confident and empowered to take control and improve their circumstances. In turn, this can lead the tenant to better manage their accommodation, sustain rent payments, and reduce the risk of them becoming homeless through loss of tenancy. Therefore the landlord is more assured of a regular rental income and knows that their property is more likely to be looked after.

## Tenant Involvement

Oxford City Council has taken the initiative to develop an award winning Tenant Involvement Team which actively encourages its 8,000 Council tenants to get involved with issues that impact upon them such as the design, delivery or scrutiny of the City Council's landlord services. The Team operates in an inclusive, accessible and collaborative manner to encourage tenants with all skills and abilities to get involved. Involving tenants in this way contributes towards ensuring that the City Council is a tenant-led, effective and efficient landlord that delivers good quality housing and landlord services to its customers. It also ensures that the Tenant Involvement and Empowerment Standard are being met.

All housing providers in the City are encouraged to ensure their regulatory requirements are being met and to invest in quality tenant involvement activities. This can help housing providers to continuously improve, develop quality landlord services and to also meet the needs of Oxford's communities.

## Lifetime Tenancies

Until new guidance has been received from Government in relation to the mandatory use of fixed term tenancies, the City Council's preference is that social housing tenants are offered "lifetime tenancies" - either secure or assured - as such

tenancies help to build and support sustainable communities. The Council also acknowledges the use of Introductory Tenancies where appropriate, and that some specialist supported housing may be let on different tenancy terms.

## Successions

Successions to tenancies should be applied in line with legislation and Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.

## Using Flexible Fixed Term tenancies

Although the Housing and Planning Act 2016 introduced mandatory use of Flexible Fixed Term Tenancies (FFTT) for new local authority tenancies, Government guidance is awaited to clarify the details about the length of tenancy to be granted and any discretionary powers awarded to Local Authorities. Further explanation of how FFTT could potentially work in Oxford is set out in Appendix D. However, until the guidance on mandatory use of such tenancies has been published, the City Council will continue to support the use of lifetime tenancies.

Fixed term tenancies are normally specifically prohibited for any homes provided via Section 106 agreements – including conversion to this tenure at the point of re-letting of the property (churn of housing lets), as there is a need to provide long term security of tenure.

The City Council requires all social housing providers providing homes within the city to offer lifetime (secure or assured) tenancies.

However, if the RP or social housing provider does offer a fixed term tenancy, the City Council would expect:

- Clear information about the tenancy to be provided to prospective tenants before the start of a tenancy (i.e. when the property is advertised/before the property is allocated)
- The RP/social housing provider to adopt an agreed protocol with the City Council to make clear the respective roles at the end of a fixed term tenancy e.g. Pre- eviction protocol; the provision of advice to the tenant regarding the appeal process, accessing independent legal advice and how to secure suitable alternative accommodation (including property purchase should the household's financial circumstances allow).
- The RP/social housing provider policies should conform to the Regulator's requirements on Tenancy Standards and the tenancy offered should usually be for a minimum of 5 years after<sup>3</sup> the probationary period unless there are proven and agreed exceptional circumstances to offer a 2 year fixed term instead, in addition to any probationary tenancy period (see also the City Council's Allocations Scheme).

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<sup>3</sup> Homes and Communities Agency (March 2012) The regulatory framework for social housing in England from April 2012, paragraph 2.2, page 23 ([http://www.homesandcommunities.co.uk/sites/default/files/our-work/regulatory\\_framework\\_2012.pdf](http://www.homesandcommunities.co.uk/sites/default/files/our-work/regulatory_framework_2012.pdf))

- A presumption that fixed term tenancies will be renewed if the circumstances of the household are broadly similar to those when the original letting was made.
- Between 12 and six months prior to the end of the fixed term, the landlord will undertake an assessment to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

In determining if the tenant has the means to move to alternative accommodation, an affordability assessment will need to be undertaken prior to any decision being made to end a tenancy. This should include consideration of the tenant's monthly or weekly income, capital savings, rent payments and other reasonable expenditures.

### Victims of Domestic Abuse

With regards to the security of tenure for victims of domestic abuse, the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 introduced on 19 December 2017<sup>4</sup>, states that it requires all local authorities and Private Registered Providers of social housing in England, that, when re-housing an existing lifetime tenant who needs to move or has recently moved from their social home to escape domestic abuse, to grant such tenant a lifetime tenancy in their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families with stability and security in their new home. Whilst this may have some impact on slowing the churn of social housing stock, the impact is expected to be minimal and any impact offset by subsequent eviction of the perpetrator from the victims former home, therefore freeing up another social rented property.

Should the Bill (or an amended version) become legislation, the City Council will expect all social housing providers to meet with new legislative requirements.

### Appeal

Oxford City Council requires all RPs and social housing providers offering flexible fixed term tenancies to ensure a robust appeal process is in place for those tenants on whom a "notice to end their tenancy" has been served, and the tenant is advised to seek independent legal advice as needed.

### Affordable Rent

In accordance with Oxford City Council's Local Plan Affordable Housing Policies<sup>5</sup>, the Council expects that of the total proportion of affordable housing being provided on new developments, at least 80% would be provided and let as Social Rent

<sup>4</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/671215/Note\\_of\\_Impacts\\_of\\_the\\_Bill.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf)

<sup>5</sup> As at May 2018

properties. Affordable Rent can be provided as part of the remaining 20% intermediate tenure housing (see also page 14 and Appendix C). However, Affordable Rent at 80% of market rent is not considered to be affordable for the many people receiving low/median level incomes in Oxford.

This is because:

- Affordable housing is for people in housing need where their needs cannot be met within the general rental market. Charging higher rents will exacerbate problems with accommodation affordability and could limit access and choice of housing for those receiving low or below median incomes.
- Affordable Rent homes (set at 80% of market rent values) will be outside the reach and unsustainable for many homeless households and those on the Council's Housing Register, with or without Universal Credit (see Fig 2.2 and Appendix C for affordability examples).
- Where Affordable Rents are set above Local Housing Allowance (LHA) rates, this could result in those who are in receipt of low incomes, becoming reliant upon Universal Credit or Discretionary Housing Payments (DHPs) and still not have the ability to bridge the gap of the shortfall between income and contractual rent. The reliance of claiming Universal Credit or DHPs therefore increases the cost to the public purse.
- Within Oxford postcode areas, LHA does not cover the full cost of Affordable Rents if set at the maximum of 80% of median rent levels. FIG 2.2 shows the shortfall that households would need to pay to make up the difference between a rent at 80% of median rent (for all Oxford postcodes) and the maximum assessed LHA rate.

**FIG 2.2 Summary of private rents per calendar month (pcm) recorded for different property types between 1 October 2016 and 30 September 2017 for Oxford (all postcodes)<sup>6</sup>**

Property type	Oxford Median Rent (£pcm)	Rent at 80% of median rent (£ pcm)	LHA rate (£pcm)	£ shortfall between 80% rent and LHA rate (£pcm)
Room	510	408	360	48
1 bed	975	780	690	90
2 bed	1,175	940	836	104
3 bed	1,425	1,140	1000	140
4 bed	2,100	1,680	1300	380

If rent costs are calculated at 35% of net household<sup>7</sup> income, a rent cost at 80% of median market rent in Oxford would require an estimated net annual household income of between £13,988 for a room only and £50,760 for a 4 bedroom home (See Fig C.5 Appendix C). The **median gross** earnings for employees in Oxford is around £32,517 (approximately £25,397 **net** per annum) and therefore a single person would need to pay a higher proportion of their income on rent (reducing the residual income available to pay other household bills), earn a higher than median annual **net** salary, or be able to share the costs with a partner in order to be able to afford the

<sup>6</sup> Valuation Office Agency

<sup>7</sup> Household income – the income earned and other income received by the main householder e.g. resident tenant, owner occupier. It could include the income of their partner or spouse but does not include income from non-dependents or children living with them.

cost of renting anything larger than 'room only' accommodation (see also Fig C.5 in Appendix C). Given this, all social housing providers should align to, and **not** exceed the LHA rates. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford. There are further details regarding LHA rates shown in Appendix C.

Although the City Council does not generally support Affordable Rent as a default tenure in place of Social Rent, it acknowledges that in exceptional circumstances Affordable Rent is appropriate i.e.:

- Affordable Rents may be applied to new homes funded by the Homes and Communities Agency (HCA, now known as Homes England) where Affordable Rent is expected in order to comply with grant funding requirements. Hence not to offer properties with Affordable Rents could limit the availability of grant funding and the opportunities to build new affordable homes in the area (**In this case, the rent should be capped and not exceed Local Housing Allowance (LHA) Rates**). Charging above LHA rates will exacerbate financial problems for the household and could result in loss of tenancy due to rent arrears.
- Affordable Rents (with rents capped to not exceed LHA rates) could be acceptable as intermediate tenure i.e. the additional affordable housing units offered over and above the required proportion of social rented tenure homes required through planning policy on suitable development sites (see Oxford Local Plan policies).
- Affordable Rent properties (with rents capped at LHA levels) may be applied to some new-build units where there are exceptional viability circumstances on a development site i.e. where site viability has been tested and this clearly demonstrates that the site cannot deliver the required proportion of social rented tenure but it could be viable with a small element of Affordable Rent tenure as part of the overall affordable housing provision (any proposals would need to meet with current and future Oxford Local Plan Policies).
- For further guidance on how affordable housing provision is governed through the planning system refer to Oxford City Council Planning Policies or the Royal Institution of Chartered Surveyors (RICS)<sup>8</sup> guidance on valuation for Affordable Housing and Rent

Whilst the City Council strongly supports the delivery of a high proportion of social rented tenure it recognises that, not all who apply to be added to the Council's Housing Register will be successful in securing accommodation at social rent levels. Therefore, as the strategic housing authority and a good landlord, the Council will encourage and support social housing providers to bring forward, in line with Oxford's existing and emerging Local Plan policies, new and genuinely affordable intermediate housing options to meet the aspirations of those who are looking to secure alternative models of tenure, ensuring that these options are promoted to housing applicants and social housing tenants. This will enable households with the financial ability, to have a wider choice of housing tenure other than social rent, thus promoting the opportunity to make best use of the limited supply of social rented

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<sup>8</sup> <http://www.rics.org/uk/knowledge/professional-guidance/guidance-notes/valuation-of-land-for-affordable-housing-2nd-edition/>



housing. Mobility schemes (e.g. Home Swapper Scheme) will also be promoted where appropriate.

## Affordable Housing models

The Housing and Planning Act 2016 placed significant emphasis on broadening home ownership as a means to address the nation's housing problems. However, the Housing White Paper 2017 indicated a change in emphasis towards a wider range of tenures. In particular the White Paper proposed to update the Government definition of affordable housing to include:

- Social rent (guideline target rents determined by the Government's rent policy),
- Affordable Rent (up to 80% of local area market rent),
- Starter homes (at a cost of not more than £250,000, to be sold at 20% discount on open market value, for households with annual incomes less than £80,000),
- Discounted market sale housing – sold at least 20% below local market value,
- Affordable private rent (at least 20% below local market rent) - suitable for provision of affordable housing as part of Build to Rent Schemes,
- Intermediate housing – shared ownership (part rent, part buy), discounted market sales and intermediate rent housing that is sold or rented at a price that is above social rent but below market levels<sup>9</sup>.

The Draft Revised National Planning Policy Framework (published for consultation on 5 March 2018) also supports the categories of affordable housing for rent; Starter Homes; discounted market sale housing; and other affordable routes to home ownership such as rent to buy.

## Rent to Buy Scheme<sup>(10)</sup>

- Rent to Buy is a Government scheme designed to ease the transition from renting to buying a home by providing subsidised rent.
- With Rent to Buy, the tenant rents a newly built home at approximately 20% below the market rate for up to five years (exact period of time varies by property – see also Appendix B).
- Rent to Buy can also be called Rent to Save or Intermediate Rent.
- During the rental period, there is an option to buy the property or to buy part of the property under a Shared Ownership scheme.
- At the end of the rental period, the tenant should decide as to whether to buy part of the property or move on.
- To be eligible the household should:
  - Earn £80,000 a year or less. A household can be one person, or a couple whether in a relationship or not;
  - Be a first time buyer, or used to own a home but can't afford to buy one on the open market now;
  - Have sufficient savings to cover deposit and rent up front;
  - Be able to demonstrate the ability to save towards a deposit while benefiting from a reduced rent; and

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<sup>9</sup> Housing and Homelessness Strategy 2018-2021

<sup>10</sup> [https://www.helptobuysouth.co.uk/docs/HtBS\\_RenttoBuy\\_March2017.pdf](https://www.helptobuysouth.co.uk/docs/HtBS_RenttoBuy_March2017.pdf)



- Depending upon the Registered Provider (RP) requirements there could be additional eligibility criteria but additional priority may be given to existing RP and social housing tenants, people with local connections to an area as well as being first time buyers.

A benefit of the scheme is that it may give tenants access to properties that otherwise would not be affordable. However if house prices rise during the rental period, the cost of buying the property might rise beyond the financial reach of the household. A longer rental period could place the household at greater risk of this happening, especially in high demand and high value areas such as Oxford.

Rent to Buy may be a suitable option for those households who are able to sustain the rent (and in future a mortgage payment) but currently do not have the level of savings to support the necessary deposit required by mortgage lenders in order to buy a property in the short term.

### **Build to Rent Scheme<sup>11</sup> (supported by the Home Building Fund)<sup>12</sup>**

- The Government created a £3 billion fund to increase the number of homes to be built in England. The fund is administered by Homes England.
- Small builders, community builders, custom builders and regeneration specialists, as well as larger builders and developers can apply for loans to build large scale housing which is purpose built for market rent.
- The advantages of this type of scheme are that it could encourage development to happen more quickly and could support regeneration within the local economy as well as providing more rented accommodation for families.
- The scheme aims to introduce more family friendly tenancies i.e. for a longer term.
- Delivery of the scheme within Oxford, as with any other new development, is dependent upon securing appropriate premium land to be used for building.

Whilst private rented accommodation is one housing option, it is unaffordable for the majority of earners who receive a median level income in Oxford.

### **Community-led Housing<sup>13</sup>**

As stated in the overarching Housing and Homelessness Strategy 2018-2021, Oxford City Council secured Government funding to support community-led housing initiatives. Using the allocated funds, the Council has commissioned research that will identify the need for, and viability of, providing community-led housing in the City.

- Community-led housing can be designed and managed by local people and built to meet the needs of the community – not for private profit.
- It is a way for local communities to provide their own decent and affordable homes.

<sup>11</sup> <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

<sup>12</sup> <https://homebuildingfund.campaign.gov.uk/>

<sup>13</sup> <http://www.communityfirstoxon.org/housing-community-planning/community-led-housing/>

- Community-led housing is often designed to help certain groups – for example young people, older people, or those in need of affordable family homes. It's often eco-friendly and sustainable.
- Housing can be rented to local people at affordable rates which are kept low over the long-term, or the property can be sold to create income or subsidy to be recycled into other new housing developments to benefit the local community.
- As with a Build to Rent scheme, delivery of a Community-led Housing Scheme is largely dependent upon securing appropriate premium land or assets to be used for building.

### Shared Ownership (part rent, part buy)

Appendix C, FIG C.8, demonstrates in detail that shared ownership within Oxford is also unattainable and unaffordable where the income required to support the purchase of a two bedroom flat for example, exceeds the local annual median earnings (i.e. £32,517 gross per annum or estimated £25,397 net per annum). Purchasing a share of a larger property is far beyond the reach of many local people unless the gross household income is much higher i.e. >£47,000 per annum to purchase a 2+ bedroom accommodation, and there are sufficient capital savings to accommodate a >£9,000 deposit. Given this, the City Council generally does not support shared ownership tenure as the default intermediate affordable housing option unless:

- The % rent charge on unsold equity is reduced e.g. to a maximum of 2% of unsold equity (where viable).
- The social housing provider agrees to recycle capital receipts from the sale of shared ownership units to provide additional genuinely affordable homes within the City.
- Service charges for shared ownership units are kept to an affordable level (see below).

More details and information about other forms of intermediate affordable housing are discussed in Appendix C.

### Service Charges

Service charges are subject to separate legal requirements (as set by The Service Charges (Summary of Rights and Obligations, and Transitional Provision) (England) Regulations 2007 No1257 Reg. 3)<sup>14</sup>, including tenancy agreements. The cost of service charges in addition to rent and/or any mortgage payments in the case of shared ownership, can make accommodation unaffordable for those households receiving a lower income. It is expected that affordable housing providers that let or manage properties within Oxford City, will endeavour to keep service charges to a minimum and any increases within the Guideline Limit. Social and affordable housing providers should therefore, properly distinguish between rents and service charges in any rental or sale documentation or property advert. If an affordable housing provider proposes additional services that may not be covered by the housing element of Universal Credit or Housing Benefit (potentially leading to a significant

<sup>14</sup> <http://www.legislation.gov.uk/ukxi/2007/1257/regulation/3/made>

increase in the level of costs that would have to be paid by the tenant), the Provider should discuss this with the local authority in the first instance. Providers are reminded that the Rent Standard<sup>15</sup> requires tenants to be supplied with clear information on how service charges are set.

### **The Council's Affordable Housing Planning Policy and homes secured through S.106 agreements.**

Locally the **Sites and Housing Plan 2011-2026'** (Policies HP3 & HP4) sets out the City Council's requirement for affordable housing provision on development sites in the City. In general, any new development site of 10 or more dwellings will require 50% to be affordable housing, of which a minimum of 80% of the affordable stock should be provided as social rent homes, and the remaining 20% to be intermediate housing (NB\* the Sites and Housing Plan policies will be reviewed as part of the new draft Local Plan 2036, due to be considered in 2019). The National Planning Policy Framework 2012 (NPPF) defines what Affordable Housing, Social Rent, Affordable Rent and Intermediate Housing is<sup>16</sup> (NB\* this may be revised following the consultation on the Draft Revised NPPF published 5 March 2018).

Where properties have been secured as Affordable Housing via S.106 Agreements, the terms of those agreements will continue to apply and will normally prohibit the provision of, or conversion to, Affordable Rent tenure on initial or subsequent letting unless this is a requirement of the Homes England grant funding scheme.

The key point is that to make affordable housing genuinely affordable for local people, having regard to local incomes and property prices, accommodation should be offered for rent or purchase at prices that are affordable for those who receive median/lower level incomes.

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<sup>15</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/419271/Rent\\_Standard\\_Guidance\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419271/Rent_Standard_Guidance_2015.pdf)

<sup>16</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

## Summary

To summarise the key points of Oxford City Council's Tenancy Strategy, it expects all social housing providers:

- To provide a minimum 80% of the Affordable Housing proportion on new development sites as Social Rent tenure and, through sufficient subsidies, keep any intermediate rented tenure at Local Housing Allowance (LHA) rates where viable, and keep intermediate housing to purchase at affordable levels having regard to lower/median annual incomes and lower quartile property prices.
- Keep service charges to a minimum to ensure affordability for occupiers.
- Not to change the tenure (churn) of any property from Social Rented to Affordable Rent within the City (unless it is a requirement associated with the allocation of any grant funding) as charging higher rents will reduce the number of properties that would be affordable locally.
- When setting Affordable Rents, to align to, and **not** exceed the LHA rate, or provide the units at Social Rent levels. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford.
- To offer lifetime (secure or assured) tenancies to social housing tenants as this provides security of tenure and helps to build sustainable, settled communities.
- To provide quality Tenancy Management, Tenancy Sustainment and Tenancy Involvement practices to ensure all social housing tenants are supported appropriately and to reduce the risk of homelessness through loss of tenancy.
- When in receipt of capital from sales of affordable housing, to use the funding received, to build at least "one for one" replacement property within Oxford at Social Rent levels to meet housing need.
- To ensure all legislative guidance and obligations are adhered to.

## APPENDIX A

# Tenancy Policy 2018-2023

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## Introduction

Oxford City Council, as a social housing landlord, is obliged to have a Tenancy Policy in place that sets out how it will operate and deliver the requirements of the Council's overarching Tenancy Strategy 2018-2023.

Oxford City Council provides 7,746 affordable homes in the City plus 209 outside the City. Registered Providers supply a further 3,753 over which the City Council has at least 90% nomination rights in conjunction with the ORAH Partnership Agreement.

## Tenancy Policy

In its social housing landlord role, the Council supports and will have full regard of the requirements set out in the over-arching Tenancy Strategy 2018-2023 for Oxford.

Until Government guidance has been published with regards to the change introduced by the Housing and Planning Act 2016 i.e. introduction of mandatory flexible fixed term tenancies, the City Council will continue to provide Introductory and Secure tenancies as the default tenancy type, for both new build and relets. This will apply to those tenants who have a housing need, who continue to pay their rent on time and are not in breach of their tenancy agreement.

Should Government guidance be published on the mandatory requirement to provide flexible fixed term tenancies, then the City Council will update this Tenancy Policy to allow the necessary flexibility and compliance with legislation.

In accordance with the City Council's Allocations Scheme (*compiled in accordance to PART VI of Housing Act 1996*), any available City Council properties will be advertised on the Council's Choice Based Lettings system<sup>17</sup> stating the tenure terms on offer. Upon successful selection, the prospective tenant will be given clear guidance and advice on the Council's responsibilities and the new tenant's rights and responsibilities in relation to the property and the tenancy agreement.

## Introductory tenancies

**(Ref: PART V of 1996 Housing Act, Chapter 1, s124 & s125)**

For those tenants who have not held a social tenancy previously they will initially be offered an Introductory Tenancy for a term of up to 12 months (see Oxford City

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<sup>17</sup> Oxford City Council Choice Based Lettings system:  
<http://www.oxfordcitycbl.org.uk/Data/ASPPages/1/5317.aspx>

Council's Allocation Scheme for criteria). This will be an opportunity for both the tenant and the City Council to establish if the tenancy arrangements are suitable for the tenant and if the tenancy and property are being managed appropriately. The Introductory Tenancy will be reviewed during the 12 month term in line with the tenancy agreement. The review aims to establish answers to the following questions:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the needs of the household?

Assuming a successful completion of the 12 month Introductory Tenancy, and that the tenant has adhered to the terms of their tenancy agreement, the tenant will automatically become a secure tenant (subject to no other restrictions being in place) with a lifetime tenancy, extending their rights within the tenancy agreement.

### **Victims of Domestic Abuse**

The City Council will operate in line with current legislation in relation to accommodating victims of domestic abuse. Should the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 that was introduced on 19 December 2017<sup>18</sup> (or an amended version) become legislation, the City Council will adhere to the new legislation to ensure that, when re-housing an existing lifetime tenant who needs to move, or has recently moved from their social home to escape domestic abuse, a lifetime tenancy is to be granted for their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families stability and security in their new home.

### **Affordable Rents**

Oxford City Council's preferred rent option is Social Rent. The Council does not support the provision of Affordable Rent tenure at 80% of market rent rates and will not offer tenancies on an Affordable Rent basis unless it is a requirement of any allocation of grant for new homes with part funding from Homes England, or it meets one of the 'exceptional criteria' set out in the Tenancy Strategy 2018-23 (see page 11).

### **Best use of social housing stock**

Flexible tenancies may offer an opportunity to increase the number of re-lets (churn) in social housing stock. However, due to the significant lack of alternative affordable and appropriately sized accommodation in Oxford to meet housing needs, and in order to give security of tenure to Council Tenants, the City Council will, until further Government guidance has been received regarding the mandatory implementation of flexible fixed term tenancies, continue to offer lifetime tenancies and will make best use of existing housing stock as described in the Housing and Homelessness

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[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/671215/Note\\_of\\_Impacts\\_of\\_the\\_Bill.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf)



Strategy 2018-21. This will include cyclical property maintenance, asset improvement and management programmes, and the continuation of the Removals and Expenses Move-on incentive scheme (REMS) offered to Council Tenants who are under-occupying their current home and who wish to downsize. This would allow their current home to be offered to a family and be fully occupied.

## Tenancy Management

To ensure all Council Tenants meet the terms of their tenancy agreement, the City Council will continue to identify and tackle tenancy fraud in addition to dealing with any neighbourhood issues or anti-social behaviour. The City Council will also manage tenants and their requests for tenancy changes, mutual exchanges (home swapper scheme), and the Right to Buy with the aim of managing any impact of changes on the local community.

## Tenancy Sustainment

The City Council will continue to assist those tenants who require further support or who are vulnerable and need support to sustain their tenancy, enabling them to remain as part of the community where they live and to receive continued assistance from their own support network (see the Housing and Homelessness Strategy for more details).

## Tenant Involvement

In accordance with the Tenancy Strategy 2018-2023 and also the Housing and Homelessness Strategy 2018-2021, the City Council will continue to actively encourage Council Tenants to get involved with issues that affect them. This will assist the Council in developing quality accommodation and a tenant-led, effective housing landlord service to customers. Tenants will receive relevant training, and involvement activities will be inclusive and supported.

## Successions

Successions to tenancies will be applied in line with legislation and any Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.



## Monitoring and review

The City Council will monitor the implementation of the Tenancy Strategy and the Tenancy Policy during the period 2018-2023, including the impact upon Oxford City Council and its partner social housing providers. Monitoring will be via the Oxford Register of Affordable Housing (ORAH) Partnership and through annual reviews undertaken with individual Registered/social housing providers. Where there are legislative changes that prescribe necessary or mandatory actions, the City Council will adhere to legislation and published guidance, and will revise this Tenancy Policy in line with new legislative obligations. Appendix C will be updated annually (in December) to reflect latest statistical data and to ensure that local affordability details are up-to-date.

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## APPENDIX B

# Legislative requirements and changes

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The Council has a duty to publish a Tenancy Strategy in accordance with the Localism Act 2011 and in addition, take into consideration the following legislation:-

- The Housing Act 1985
- The Housing Act 1996
- Homelessness Act 2002
- The Housing and Planning Act 2016
- Homeless Reduction Act 2017

Since the City Council's 5-year Tenancy Strategy was produced in 2013, there have been changes to Government policy and new legislation has been published. The national and local context is explained further in Appendix C of the City Council's Housing and Homelessness Strategy 2018-21.

**The Localism Act 2011** specifically sets out the scope of a local authority tenancy strategy and the matters to which social housing providers for its district are to give regard to in formulating their own policies i.e.:

- i. The kinds of tenancies they grant.
- ii. The circumstances in which they will grant a tenancy of a particular kind.
- iii. Where they grant tenancies for a term, the lengths of the terms and
- iv. The circumstances in which they will grant a further tenancy on the coming to an end of an existing tenancy.

One of the key changes introduced by the Localism Act 2011 was in relation to the introduction of fixed term tenancies (FTT) for social housing providers. FTT tenancies can be offered in addition to lifetime tenancies.

### **The Tenancy Standard (Homes and Communities Agency (Homes England), 2012)**

The Localism Act 2011 also brought about the revised Tenancy Standard which states that all Registered Providers (RPs) shall let their homes in a fair, transparent and efficient way. They shall take into account the housing needs and aspirations of tenants and potential tenants. They shall demonstrate how their lettings:

- (a) Make the best use of available housing
- (b) Are compatible with the purpose of the housing
- (c) Contribute to local authorities' strategic housing function and sustainable communities.

Registered Providers (RPs) of social housing are able to offer assured tenancies, but if they choose to use fixed term tenancy it is expected that they will normally be for a minimum term of 5 years (although 2 years can be offered in exceptional circumstances) and offer broadly the same tenancy conditions as those for secure tenants except for the fixed term period. RPs must also have a clear, published procedure for the appeals process, should their tenant wish to question the fixed term.

The Housing and Planning Act 2016 introduced new regulations. A summary is set out below:

#### **The Housing and Planning Act 2016 (with associated chapter references)**

- Introduction of Starter Homes as affordable housing (discounting new homes by up to 20%) (**Part 1 Chapter 1**)
- Promotion of self-build and custom house building (**Chapter 2**)
- Measures to address rogue landlords and property agents in the private rented sector in England (**Part 2**)
  - Banning orders (**Chapter 2**)
  - Rent repayment orders (**Chapter 4**)
- Recovering abandoned premises in England (**Part 3**)
- Housing, Estate Agents and rent charges (**Part 5**)
- Planning powers (**Part 6**)
- Compulsory Purchase powers (**Part 7**)
- Social Housing (**Part 4**)
  - including Right to Buy on a voluntary basis (**Chapter 1**)
  - vacant higher value local authority housing (**Chapter 2**)
  - rents for high income social tenants (“Pay to stay”) (**Chapter 3**)
  - reducing regulation of social housing (**Chapter 4**)
  - insolvency of Registered Providers of social housing (**Chapter 5**)
  - Mandatory use of flexible fixed term tenancies – Secure/‘Lifetime tenancies’ no longer to be awarded by Local Authorities (**Chapter 6**)

Government Guidance is still awaited in relation to some of these regulations however, the conclusions and recommendations of the Select Committee - Housing and Right to Buy Response (April 2017)<sup>19</sup> are included in the details below:-

- i. **Extension of the Right to Buy (RTB) to RP’s** on a voluntary basis.  
This would allow Registered Provider tenants to be given the same right as council housing tenants to the right to buy the home they rent. However, any RP selling its property through “RTB” would need to use the funding received to build at least “one for one” replacement property within the district (this could include ‘starter homes’).

This is likely to prove difficult in areas like Oxford where land prices and cost of development are high. The provision of starter homes may also be cost-prohibitive given the high price of property even at lower quartile levels.

<sup>19</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/606204/CM9416\\_-\\_Select\\_Committee\\_Housing\\_and\\_Right\\_to\\_Buy\\_Response\\_Web\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/606204/CM9416_-_Select_Committee_Housing_and_Right_to_Buy_Response_Web_.pdf)

However, outcomes from the consultation on the Government's Housing White Paper published earlier in 2017 (ref. starter homes) are awaited<sup>20</sup>.

The government has also stated that any RP should ensure that it provides advice and support to its customers to ensure that an informed choice is offered with regards to homeownership.

In addition, to limit the amount of properties purchased under the RTB being sold on into the private rented sector, investigations are to be made to establish that any RTB properties re-sold within ten years should be offered to the RP or local authority to purchase.

*NB: The Government has initiated a pilot scheme and will update in due course when and if the full scheme will be rolled out.*

- ii. **Sale of vacant higher value local authority housing** – under the new legislation, local authorities will be required to make a payment to the Secretary of State based on the value of their vacant high value housing – this may be in the form of an assumption of this value even if the actual vacancies or sales do not take place. However, agreement may be sought with the Secretary of State for a local authority to retain a portion of its sales to fund the delivery of at least one home for every other home sold.

The Government is still considering the definition of “higher value” and therefore the City Council will await further guidance. The Housing Minister announced that implementation of Right to Buy for Registered Provider (RP) tenants, along with forced sale of high value council homes, will be delayed until at least 2019 and possibly longer<sup>21</sup>.

- iii. **Introduction of “Pay to Stay”** – Rents for high income social tenants otherwise known as “Pay to stay” was proposed within the Housing and Planning Act 2016 however, the Government decided in November 2016 to abandon the mandatory scheme. Local authorities and RPs will continue to have the discretion to implement a ‘Pay to Stay’ policy for tenants with incomes over £60,000. Oxford City Council has decided not to pursue this at present due to the unaffordability of alternative accommodation in Oxford.
- iv. **Reducing regulation of social housing** – Proposals to de-regulate RPs and return them to the private sector could provide opportunities for RPs to secure alternative funding for housing development in the future.
- v. **Insolvency of Registered Providers of social housing** – A housing administrator has two objectives: Firstly to keep normal administration; and secondly to keep social housing in a regulated sector.
- vi. **Removal of secure tenancies** – this requires local housing authorities in England to apply a mandatory use of Flexible Fixed Term Tenancies for all new

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<sup>20</sup> <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/CBP-7643>

<sup>21</sup> Source NHAS, Posted 28th November, 2016

tenancies (a flexible fixed term tenancy is a tenancy existing for a fixed number of years). Most new tenancies will be granted for a period between 5 and 10 years and the local authority will be required to carry out a review of the household's circumstances prior to the end of the fixed term.

The legislation is also expected to have an effect upon "Succession rights" to existing secure tenancies i.e. where immediate family members who would normally succeed to secure tenancies, may only be granted a 5 year tenancy. This is an amendment to the Housing Act that will be applied across the board, not just for new tenants.

Local authorities are awaiting Government guidance on the key issues highlighted above as to whether they may use their discretion for particular tenancies. In respect of this Tenancy Strategy and Tenancy Policy, Oxford City Council will comply with the legislation as it is enacted and will operate in accordance with the relevant Government guidance as issued.

### Right to Buy (RTB) for Council tenants<sup>22</sup>

From 5<sup>th</sup> April 2012 the Government amended the levels of RTB discount that Council Tenants could receive. Currently there is a **35% discount** for a public sector tenant who has had a social tenancy between 3 and 5 years. After 5 years, the discount increases by **1%** for every extra year, up to a maximum of **70%** – or **£80,900** whichever is the lower, across England.

From May 2015 (i.e. since the Council's Tenancy Strategy 2013-18 was produced), the eligibility criteria also changed, reducing the requirement of 5 years public sector tenancy to 3 years, enabling more tenants to be eligible for the RTB much sooner. Oxford has generally seen a decrease in the number of successful RTB applications since 2014/15 (see FIG B.1). One of the reasons for this is that even after applying the maximum RTB discount the house prices in Oxford continue to remain high. Therefore, there would still be a significant amount to pay for the property – thus requiring a substantial deposit and income in order to support a large mortgage.

**FIG B.1 Right to buy properties sold**

Year	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
<b>Number of properties sold through RTB</b>	3	8	45	46	32	25	38

Source – Oxford City Council internal records

<sup>22</sup> <https://www.gov.uk/right-to-buy-buying-your-council-home/discounts>

## Homes and Communities Agency (HCA)<sup>23</sup> Affordable Homes Programme

In January 2017 the Government announced an extension to the Homes and Communities Agency (HCA) Affordable Homes Programme 2011-15, offering a wider range of ways to help people into home ownership and to provide support for those that need affordable housing. The variety of tenures available, now includes Affordable Rent (tenancies let with rents of up to 80% of local market rents); Shared Ownership; and Rent to Buy (which will be let with rents set at or below 80% of the local market rent for a set time period, giving tenants the opportunity to save for a deposit and then the option to buy their current home).

It is a general requirement that any additional homes that are part funded by HCA under the programme will generally be let at Affordable Rents (although allowances are made to support social rents where there is a demonstrable need) and that Registered Providers may also elect to re-let a proportion of existing homes using the Affordable Rent regime when a property becomes vacant.

### Definition of Affordable Housing<sup>24</sup>

The Glossary of Terms set out in the National Planning Policy Framework (NPPF)(2012) defines Affordable Housing as: *“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision”*. Further clarity and detail is provided in the NPPF document. However, the Housing White Paper 2017 suggests a different definition to include a wider range of tenures i.e. starter homes. In March 2018, the Draft Revised National Planning Policy Framework was published for consultation. This includes affordable housing for rent, Starter Homes, discounted market sale housing and other affordable routes to home ownership. The outcome of the consultation is awaited.

Any Affordable Housing provided in Oxford will need to meet with the planning policies and Affordable Housing definitions available at the time of any planning application.



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<sup>23</sup> Homes and Communities Agency (HCA) became ‘Homes England’ in January 2018 but funding and development programmes introduced in 2011 and 2015 were launched under the HCA title.

<sup>24</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

# Oxford city context

Oxford city has become one of the fastest growing cities in England with a current population of approximately 155,300 (ONS 2016 revised mid-year estimate), predicted to grow to an estimated 172,000 by 2031<sup>25</sup>. Land is limited and at a premium within the city boundary. Therefore, Oxford has become one of the least affordable cities to live in England.

The number of people who own their own home in Oxford is well below national average at 47% compared to 63% in England as a whole. The City has a large private rented sector (28%) compared to the South East and England (both approximately 16%), and a sizeable social rented sector (21%). Around 2% of households are living rent free.

## Median gross income for Oxford employees<sup>26</sup>

In 2017, the median gross annual workplace-based earnings for employees in Oxford were **£32,517** which equates to weekly gross earnings of £625. **FIG C.1** demonstrates how the median gross annual workplace-based earnings have increased in Oxford since 2015 in comparison to the rest of England.

**FIG C.1 Median gross annual workplace earnings comparison**

**Median gross annual (where available) workplace-based earnings in Oxford compared to England, 2015 to 2017 (£)**

	2015	2016	2017
Oxford	31,165	31,799	32,517
England	27,841	28,496	29,079

## What is affordable?

Generally, if a property is considered to be **affordable**, it's usually reasonably priced (with or without subsidy) and the individual will have enough money to buy or rent it.

With regards to household income, a household needs to establish that from their GROSS earnings or income they are expected to pay national insurance and tax, after which, the household is left with a NET income from which they would expect to pay towards the following as an example (the list is not exhaustive):

<sup>25</sup>

[https://insight.oxfordshire.gov.uk/cms/system/files/documents/2%20Population%20JSNA%202018\\_0.pdf](https://insight.oxfordshire.gov.uk/cms/system/files/documents/2%20Population%20JSNA%202018_0.pdf)

<sup>26</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>



- Pension contributions (sometimes this is taken from wages at source)
- Rent / Mortgage (housing costs)
- Council Tax
- Food
- Utilities
- Insurances
- Transportation
- Clothing
- Health and Wellbeing

When it comes to paying for housing costs, the Oxfordshire Strategic Housing Marketing Assessment (SHMA 2014) report uses the assumption that no more than 35% of gross income should be spent on housing costs for rented properties. For social rents, the SHMA estimated a figure of 30% of income. This was to reflect the lower residual income linked to lower housing cost.<sup>27</sup> The SHMA practice guidance (withdrawn in March 2014) also indicated that local circumstances could justify other figures being used to calculate affordability.

Feedback from stakeholders and public during the consultation on the draft Tenancy Strategy 2018-23<sup>28</sup> indicated a clear preference to calculate affordability based on NET household income. FIG C.5 set out in this appendix, clearly shows a comparison of the NET and GROSS income that is required to pay a typical private rent or an Affordable Rent at 80% of market rent values.

Whilst this Tenancy Strategy suggests that an affordable level of spend on housing cost (i.e. rent and/or mortgage for affordable home purchase) would be around 35% of net annual income<sup>29</sup>, it is the responsibility of each household to ascertain what they can afford, comparing their respective income with their outgoings and prioritising their rent/mortgage to minimise the risk of losing their home.

### Affordability of home ownership in Oxford

During 2015-2016 house prices in Oxford rose by 8.5%<sup>30</sup> compared to 3.2% nationally. In 2016-2017 the increase in house prices slowed to just 7.6% compared to a rise nationally to 3.8%. When compared to other UK cities, house price inflation in Oxford (March 2017 to March 2018) was running at 3.9% compared to a UK average of 5.5% and sales in Oxford do not appear to be keeping up with the number of new homes coming on the market<sup>31</sup>. Although house prices have slowed, they are still beyond the affordability reach of many lower income households in the city and this may be contributing to the longer sales periods.

The Housing and Homelessness Strategy 2018-2021 refers to the Cities Outlook (Centre for Cities) 2017 report, which looks at the '**average**' house price and income

<sup>27</sup> [https://www.oxford.gov.uk/downloads/file/1753/shma\\_final\\_report](https://www.oxford.gov.uk/downloads/file/1753/shma_final_report)

<sup>28</sup> Stakeholder Workshop 4 April 2018

<sup>29</sup> See also House of Commons Briefing Paper #07747 "What is Affordable Housing" 19/3/18

<sup>30</sup> Cities Outlook 2018 - Centre for Cities (Jan 2018) report

<sup>31</sup> <https://www.hometrack.com/uk/insight/uk-cities-house-price-index/march-2018-cities-index/>

levels in Oxford rather than the **median**. The 2018 report continues to highlight the gap in affordability stating that in Oxford, the average house price (£523,200) is 17 times higher than the average annual earnings (£30,200).

For the purpose of developing this strategy, the **median** rather than **average** income and house price figures have been used. Highlighted below in **FIG C.2** and **FIG C.3** are the figures from the Office of National Statistics (ONS) to demonstrate how the **median** house price has increased for period 2015 – 2017 along with the ratio of **median** house price to **median** gross annual earnings.<sup>32</sup>

**FIG C.2 Median house price comparison**

**Median house price comparison between Oxford and England, for periods Q3-2015 to Q3-2017(£)<sup>33</sup>**

	Q3 – 2015	Q3 - 2016	Q3 - 2017
Oxford	340,000	370,000	400,000
England	209,500	220,000	230,000

Whether using the ‘average’ or ‘median’ calculation, both methods support the case that purchasing a home in Oxford is beyond the financial reach of the majority of Oxford households and employees earning lower level incomes.

### Median House Price

House Price data sets are part of the House Price Statistics for Small Areas (HPSSAs) release, produced by Office of National Statistics (ONS). These statistics report the count and median price of all dwellings sold and registered in a given year. They are calculated using open data from the Land Registry, a source of comprehensive record level administrative data on property transactions.

According to these statistics, the median house price paid in Oxford in September 2017 was £400,000. The median price paid for a detached house was £700,000; for a semi-detached house £420,000; for a terraced house £410,000; and for a flat/maisonette £305,000.<sup>34</sup> House prices have generally increased over the last five years<sup>35</sup>. However, the house price data for September 2017 shows a drop in median prices paid for detached properties.

<sup>32</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/methodologies/housepricestatisticsforsmallareasqmi>

<sup>33</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

<sup>34</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpssadataset09>

<sup>35</sup> See Appendix A: Evidence Base – Oxford City Council Housing and Homelessness Strategy 2018-2021



**FIG C.3 Median house price to median gross earnings ratio comparison**

**Ratio of median house price to median gross annual (where available) workplace-based earnings in Oxford compared to England, 2015 to 2017**

	2015	2016	2017
<b>Oxford</b>	10.91	11.64	12.30
England	7.52	7.72	7.91

Looking at **lower quartile** house prices for Oxford (i.e. £308,500 in September 2017), these are around 12.18 times higher than the lower quartile gross annual workplace-based earnings (£25,325 pa). Whether median or lower quartile figures are used, the multiplier of income to house price makes buying or renting a property in the City unaffordable for many people on lower incomes.

### Affordability to buy and minimum mortgage deposit<sup>36</sup>

Mortgage lenders traditionally require at least 5% of a property's sale price to be provided by the purchaser as a deposit before they will lend a mortgage on the remaining property value e.g. a property purchase price of £300,000 in Oxford would require the purchaser to provide a deposit of at least £15,000, with the remaining balance of £285,000 being provided as a mortgage. Using this example, the monthly mortgage repayment would be approximately £1351 per calendar month, assuming 3 % interest over a 25 year term<sup>\*\*</sup>. Assuming that the monthly mortgage repayment was 35% of net household earnings, the **net** annual household income would need to be approximately £46,320 (or £3,860 pcm). The figures calculated above are estimated and do not include any other household costs, living expenses or allow for a possible mortgage interest rate increase.

Depending on individual circumstances, a mortgage lender may require the purchaser to provide a much larger deposit from the outset. In addition, the lender may limit the amount of mortgage borrowed i.e. may not lend as much as the £285,000 mortgage required in the example above (see paragraphs below).

### Loan-to-income ratio to qualify for a mortgage<sup>37</sup>

In the past, if an annual gross household income was £50,000, it may have been possible to borrow up to five times this amount, giving a mortgage of up to £250,000. However, mortgage lenders may cap the loan to income ratio and are obliged to complete a full affordability assessment.<sup>\*\*</sup>

The affordability assessment ascertains what level of monthly payments can be afforded, taking into account income minus various living and personal expenses.

<sup>36</sup> <https://www.which.co.uk/money/mortgages-and-property/mortgages/guides/mortgages-and-deposits-the-basics/how-much-deposit-do-you-need-for-a-mortgage#minimum>

<sup>37</sup> <https://www.moneyadvice.service.org.uk/en/articles/how-much-can-you-afford-to-borrow>

<sup>\*\*</sup> NB. This is an example only and should not be taken as financial or mortgage advice. Such advice should be sought from a professional qualified and regulated (by the Financial Conduct Authority) mortgage adviser or financial adviser who will consider individual circumstances and will advise accordingly.

This assessment change was brought into effect following a full review of the mortgage market by the Financial Conduct Authority in 2014.

The lender must also look ahead and consider the impact of future changes in circumstances on the borrower’s ability to repay the mortgage. The lender will take into account the effect of possible interest rate rises and possible changes to lifestyle, such as:

- Redundancy
- Having a child, or
- Taking a career break

If the lender thinks the household will not be able to afford the mortgage payments in those circumstances, it might limit how much can be borrowed and therefore require purchasers to fund a much larger cash deposit.

In addition the borrower must take into consideration mortgage arrangement and legal fees, and possibly Stamp Duty Tax. However it was announced in the autumn 2017 budget, that with immediate effect, the Stamp Duty would be abolished for first time buyers purchasing a property up to £300,000.

### Affordability of the Private Rental Market in Oxford<sup>38</sup>

Oxford’s private rented sector appears to remain buoyant with an increasing demand from a large student population, potential owner occupiers who have been priced out of the market, and a lack of social housing for those on low incomes. The city has a large private rented sector (28%) compared to the South East and England (both approximately 16%).<sup>39</sup>

Despite a relatively buoyant market, affordability of private rented accommodation is becoming increasingly unaffordable for many households on lower incomes. Fig C.4 provides a comparison of median private rents across Oxford, Oxfordshire and England.

**FIG C.4 Private Rental Market Statistics**

<b>Summary of private rents per calendar month (pcm) recorded for different property types between 1 October 2016 and 30 September 2017 for Oxford (all postcodes), Oxfordshire and for England.</b>			
<b>Accommodation Type</b>	<b>Oxford Median Rent (£pcm)</b>	<b>Oxfordshire Median Rent (£pcm)</b>	<b>England Median Rent (£pcm)</b>
Room only	510	509	377
1 bedroom	975	775	595
2 bedroom	1,175	925	650
3 bedroom	1,425	1,200	750
4 bedroom min	2,100	1,850	1,300

<sup>38</sup> <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-october-2016-to-september-2017>

<sup>39</sup> Oxford City Council Housing & Homelessness Strategy 2018-2021

The Oxfordshire Strategic Housing Marketing Assessment (SHMA 2014) report uses the assumption that no more than 35% gross income should be used to cover housing costs.<sup>40</sup> However, it should also be noted that within the National Housing Federation briefing paper: “How affordable is housing for people in lower-income occupations?”<sup>41</sup> those working in care, leisure and other service occupations, are cited as having to spend up to 40% of their earnings on local median rents in some areas.

Using the Oxford Median Private Rent calculations in FIG C.4, the table FIG C.5 estimates the minimum income required to afford such rents. The calculation assumes that rent payments would be around 35% of the household’s net income; this excludes any other household bills and the deposit to secure the property.

**FIG C.5 Private Rental and net household income comparison figures**

Reference SHMA 2014 - rent assumed at 35% of gross income. The table below shows annual household income required to pay median rent per calendar month (pcm) (both standard private rent and 80% of market rent) in Oxford (all postcodes).

Property Type	Private Rent (pcm) (£)	Minimum annual net household income required (£)	Approx. Gross annual household income required (£)	80% Market Private Rent (£ pcm)	Minimum annual net household income required (£)	Approx. Gross annual household income required (£)
Room Only	510	17,485	20,937	408	13,988	15,821
1 bed	975	33,428	44,408	780	26,742	34,524
2 bed	1,175	40,285	56,095	940	32,228	42,640
3 bed	1,425	48,857	70,784	1,140	39,084	54,023
4 bed	2,100	72,000	>95,000	1,680	50,760	74,095

Source for earnings conversion: [www.thesalarycalculator.co.uk](http://www.thesalarycalculator.co.uk)

FIG C.5 demonstrates that even for a 1 bedroom property, the cost of private or Affordable Rent (at 80% of market rent) tenure would require an income exceeding the median gross annual workplace-based earnings in Oxford i.e. £32,517, just to afford the rent costs.

<sup>40</sup> [https://www.oxford.gov.uk/downloads/file/1753/shma\\_final\\_report](https://www.oxford.gov.uk/downloads/file/1753/shma_final_report)

<sup>41</sup> National Housing Federation: <https://www.housing.org.uk/resource-library/browse/how-affordable-is-housing-for-people-in-lower-income-occupations/>

## Local Housing Allowance (LHA) <sup>42</sup>

The housing cost element of Universal Credit is capped at Local Housing Allowance (LHA) rates for the rental market area. Private rented sector tenants who are in receipt of Universal Credit may find that there is a significant shortfall between their contractual rent and the LHA rate (see FIG C.6 for 2018/19 LHA rates). The tenant will be required to pay the shortfall from their household income or, if eligible for additional assistance, the tenant may be able to apply for and receive discretionary housing payment top-ups.

**FIG C.6 Local Housing Allowance Shortfall**

Accommodation Type	Private Rent (pcm)(£) all Oxford postcodes	LHA Weekly Allowance (£)	Shortfall against standard Private Rent (pcm)
Room Only	510	82.97	149.48
1 bedroom	975	158.90	284.54
2 bedroom	1,175	192.48	338.63
3 bedroom	1,425	230.14	422.99
4 bedroom	2,100	299.18	799.99

FIG C.6 demonstrates that private rented accommodation in Oxford is unaffordable for many people receiving Universal Credit or low level incomes.

## Social Housing

The social and affordable rented accommodation in Oxford includes:

- 7,746 Council-owned dwellings and
- 3,753 dwellings that are owned, let and managed by Registered Provider partners, over which the Council has over 90% nomination rights.
- Since April 2013, there have been 186 Council properties sold under the Right to Buy.

**FIG C.7** shows the estimated amount of annual net (and gross) household income required to pay a social rent in Oxford City. The estimate assumes that rent payments are 35% of net household income after tax and National Insurance. It does not account for any pension payments or household bills such as Council Tax, utilities, telephone, water, food etc.

<sup>42</sup> <https://www.entitledto.co.uk/help/Local-Housing-Allowance-Rates>

## FIG C.7 Social Rent and minimum income

Estimated annual household income required to pay a monthly social rent per accommodation type

Number of bedrooms	Average Weekly Rent (£)	Average Monthly Rent (£)	Est. annual net household income required (£)	Est. net income £ pcm	Est. gross annual household income required (£)
Bedsit	100.07	433.64	14,868	1,239	17,056
1	103.72	449.45	15,408	1,284	17,760
2	117.49	509.12	17,460	1,455	20,937
3	119.24	516.71	17,712	1,476	21,292
4	137.86	597.39	20,484	1,707	25,350
5	141.07	611.30	20,964	1,747	26,056
6	144.78	627.38	21,504	1,792	27,760

Source: Conversion of net to gross earnings: [www.staffax.co.uk](http://www.staffax.co.uk)

Source – Average Weekly rent figures are from Oxford City Council database

Clearly, social rented tenure is much more affordable for those households receiving an annual income at or below the gross local median level of £32,517 pa.

### Shared ownership (Part Rent / Part Buy)<sup>43</sup>

With a shared ownership/part rent part buy a home, the share to purchase can generally start from as little as 25% and the rent on the remaining share is usually set in the region of 2.75% - 3% on the unsold equity (although this can vary). Typically, as the mortgage sought to buy the equity share is low, the deposits that are required to purchase the property are lower and can be as little as 5% of the share price. For First time buyers, there is no stamp duty to pay if the property is less than £300,000. Another feature of the part rent/part buy scheme in Oxford and elsewhere is that there is an established second hand market of shared ownership homes. Although most properties are available on a new build basis, over time, these properties can be sold on to new buyers and if the owner has not yet bought 100% of the property, the occupiers can offer their existing share for sale on a second hand basis in a process known as a 'resale'. To give an example of other housing options available for those wishing to live in Oxford and to purchase an equity share (namely 25% in the examples provided) see FIG C.8. The figures exclude legal and mortgage arrangement fees, and other household bills such as Council Tax, utilities, TV, insurances etc. \*\*

<sup>43</sup> (FIG C.8 also) <https://www.shareto buy.com/sharedownership/in/Oxford>

\*\* These are examples only and should not be taken as financial or mortgage advice. Such advice should be sought from a professional qualified and regulated (by the Financial Conduct Authority) mortgage advisor or financial advisor who will consider individual circumstances and provide advice accordingly.

## FIG C.8 Shared Ownership example

Estimated annual net household income required to pay monthly shared ownership costs where the total monthly costs are 35% of net household income.						
Property Type	Property price (£)	Share price (£)	Min. deposit (£)	Est. monthly cost (£) (incl. rent, service charge & est. mortgage)	Est. Net annual household income required (£)	Est. Gross annual household income required (£)
1-bed flat	197,000	49,250	4,925	688	23,590	29,930
2-bed flat	395,000	98,750	9,875	1021	35,004	46,989

The estimated monthly cost as set out in the example above for a 1-bedroom flat, assumes a mortgage of approximately £196, a rent of £350 and service charges of £142. This would suggest a mortgage rate of approximately 2.5% to 3% over a 25 year term but mortgage rates can vary<sup>44</sup>. It also assumes a rent charge of around 2.85% on the unsold equity. A reduced % rent charge on the unsold equity would make the shared ownership more affordable to the purchaser and therefore it will be important for the City Council to promote and support a reduced level (%) of rent charge on the unsold equity in the interest of purchasers. However, consideration will need to be given to the impact that a reduced level rent charge may have upon the viability of the units being provided on new-build development schemes.

The availability of mortgages and the cost of mortgage payments will also be influenced by a purchaser's available deposit and income (the maximum annual household income needed to purchase a shared ownership unit is £80,000 outside of London); the current mortgage interest rates; and the range of mortgage lenders who are able to lend on shared ownership properties (which can be a limited number of lenders in the market). As can be seen in FIG C.8, the income required to support the purchase of a two bedroom shared ownership flat in Oxford can be high. Some households may wish to spend a higher proportion of their income on housing costs, however, if a more affordable proportion was applied i.e. 35% of net income to be spent on rent/mortgage, then a single purchaser buying a 2 bed flat would need to earn around £50,000 pa gross, or have a joint household income to this level, in order to cover rent/mortgage and have sufficient income remaining (65%) to cover the cost of other household bills such as the cost of food, furniture, clothing, Council Tax, transport/travel, utility bills, insurances, healthcare etc.

Another concern of providing shared ownership properties in Oxford is that the likelihood of low income earners being able to staircase ownership to 100% is

<sup>44</sup> <https://www.money.co.uk/mortgages/shared-ownership-mortgages.htm>



minimal, given the high market value of property and the additional mortgage required for owners to increase their equity share. However, as the City needs more than 1000 additional affordable homes per annum up to 2031, it is of some benefit that shared ownership homes are not often 'lost' to the open market through 100% equity staircasing.

### **Other intermediate models**

In addition to shared ownership/part rent part buy tenure, models of intermediate affordable housing can also include Rent to Buy, Affordable Rent and Starter Homes as described earlier in this document. Other models of intermediate tenure can include Restricted Resale Covenants, where a new build property is sold to eligible persons at a discounted price – usually discounted around 30%. This discount can be applied to subsequent sales to ensure that the properties remain affordable in perpetuity. Due to the high property values in Oxford, freeholders of such schemes would need to offer much higher discounts in order to make them truly affordable for local earners e.g. discounts of as much as 50 – 60% of market price on first and subsequent sales.

Discounted market sale properties are not included in the current National Planning Policy Framework definition of Affordable Housing (2012), therefore would not be acceptable to the Council as an alternative intermediate tenure. Should the Government policy position change in the future (i.e. following consultation on the Draft NPPF document published in March 2018, then careful consideration will need to be given as to the affordability of any proposed discounted market sale homes in Oxford.

### **Additional challenges for Oxford.**

More housing, in particular more affordable housing, is needed to accommodate and support the projected growth in population and the growth of the local economy. However there are limited opportunities to develop the significant number of properties needed, due to the lack of suitable and available land within the City boundary. Local people want to live in a property where they can feel settled and have reasonable access to work, education, support to improve their health and well-being, and to live in a thriving and sustainable community.

In addition:

- There is an increasing number rough sleepers on Oxford's streets
- Given the affordability pressures within Oxford, the SHMA<sup>45</sup> estimates that around 1,029 affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are over 2,500 households currently on the Housing Register.
- There are an increasing number of people who require social housing and who are vulnerable or have complex support needs.

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<sup>45</sup> Strategic Housing Market Assessment (SHMA) 2014 for Oxfordshire

More information about Oxford’s housing challenges and the actions being taken by the City Council to address them, can be found in the Housing and Homelessness Strategy 2018-2021.

### Overall earnings and tenure cost comparison example

Throughout Appendix C, consideration has been given to the affordability of the various tenures for different property sizes. FIG C.9 highlights the various tenure costs for a 1 bedroom property in Oxford and indicates the estimated household income required to support the purchase or rent in each case. Rent and/or mortgage at 35% of NET household income has been used to calculate housing affordability, however the last row of FIG C.9 also considers the GROSS annual income required to cover housing costs.

**FIG C.9 Earnings and tenure cost comparison for a 1 bed property in Oxford**

1-Bedroom Property Tenure Type	Private Rented	80% Market Private Rent (Affordable Rent)	Shared Ownership (25% share of property priced at £197,000)	Social Rent
Cost (£pcm)	975	780	688*	450
Est. Annual income required if 35% of GROSS income was used for rent.	33,428 (£2,785 pcm)	26,742 (£2,228 pcm)	23,590 (£1,966 pcm)	15,428 (£1,286 pcm)
Est. Annual income required if 35% of NET income was used to pay rent.	44,408 (£3,701 pcm)	34,524 (£2,877 pcm)	29,937 (£2,495 pcm)	17,760 (£1,480 pcm)

\*Includes monthly rent, service charge and estimated mortgage for 25% share, but no other household bills. Rents will increase annually based on formula rent increase.

### Tenure costs and residual income

FIG C.10 summarises the different tenure costs by bedroom size within Oxford city as set out earlier in Appendix C. It shows that if using 35% of net median income for housing costs (i.e. rent and/or mortgage), as the costs of rent or shared ownership rise, there will be an increased need to use a higher proportion of the household’s residual net income which would normally be used to pay other bills such as food, utility bills, council tax, insurances, clothing, travel, health costs, pensions etc. (see orange highlighted cells in FIG C.10). It therefore follows that to reduce impact on residual income, a household will need to have a larger annual salary or another joint



household income to afford the higher cost of rent and/or mortgage. Alternatively the household may become reliant on Universal Credit or have a need to apply for a discretionary housing payment to top up the shortfall between income and contractual housing cost.

It is important to ensure that the risk of poverty and homelessness is reduced, and that the residual net income of a household is sufficient to support an adequate standard of living. Therefore it is generally considered that where possible, a household receiving a median or lower quartile level income should pay no more than 35% of their net household income on housing costs. This proportion is also supported through other national research<sup>46</sup>.

**FIG C.10 Tenure costs and residual income**

No. of Beds	35% of NET income* (£) pcm	Residual Net Income to pay bills	LHA Rate (£) pcm	Social Rent (£) pcm	Affordable Rent (£) pcm	Private Rented (£) pcm	Shared Ownership (£) pcm
Room Only	740	1376	360	434**	408	510	***
1	740	1376	690	449	780	975	688
2	740	1376	836	509	940	1175	1021
3	740	1376	1000	517	1140	1425	***
4	740	1376	1300	597	1680	2100	***

\* £32,517 gross median income per annum calculates to an estimated £25,397 net income per annum or **£2116** net per calendar month (pcm), of which 35% to be used on rent and/or mortgage costs.

\*\* Oxford City Council does not offer room only accommodation within its social housing stock, instead it offers self-contained Bedsit/Studio type accommodation giving a tenant access to their own kitchen and bathroom. Room only in the private sector usually comprises of a room for private use and access to shared kitchen, bathroom and lounge area.

\*\*\* Costs not available at time of research

In summary, it is evident from the data set out in this Appendix, that for those receiving median level income (£32,517 pa) or less, the cost of affording a shared ownership, Affordable Rented (at 80% of market rent), or a home in the private rented sector in Oxford, is unaffordable. With high demand for housing in Oxford and high property and rent values, the unaffordable cost of housing could potentially lead to lower wage earners (such as service industry staff) who have essential or key skills to support Oxford's local community and economy, moving to more affordable areas outside of the City.

<sup>46</sup> See some of the data and research sources listed in the Bibliography.

## APPENDIX D

# Flexible Fixed Term Tenancies (FFTT), how will they potentially work in Oxford?

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A Flexible Fixed Term Tenancy is a tenancy existing for a fixed number of years.

Appendix B of this Tenancy Strategy sets out the requirements of the Housing and Planning Act 2016 in relation to the proposal to introduce a mandatory requirement for all Local Authorities to offer Flexible Fixed Term Tenancies (FFTT). This section looks at how FFTT could be applied in Oxford by the City Council (subject to Government guidance being published). Where a FFTT is to be offered by a social housing provider, the broad principles set out in this section would also apply to the relevant landlord.

If FFTTs are to be offered, it is anticipated that they will normally be offered on a 5-year term with discretion to offer a different term based on individual household circumstances, some examples of which are set out below:

- **2 year fixed term** - where there has been previous evidence of poor tenancy performance.
- **Predetermined fixed term** – a tenure term could possibly be fixed for a different duration in the following circumstances:
  - A term up until the oldest child within the household reaches the age of 19 to ensure the child has secure accommodation whilst at school.
  - If the property type is in limited supply but there is high demand for such property within the local area
  - If the property has been adapted specifically to meet the needs of a household.
  - Other exceptional circumstances (case by case basis)

## Secure tenancies

Where mandatory use of FFTT applies, it is possible that the Council may still be able to give further discretion to offer a Lifetime (secure) Tenancy in the new home for those in the following circumstances:

- If someone has fled domestic violence / abuse
- A tenant is downsizing
- An existing tenant who has been affected by a regeneration project

When a property becomes available to rent, the advert on the Choice Based Lettings website will clearly state the type of tenancy on offer and the successful tenant will be advised and guided by the Council about the duration of the FFTT in conjunction with procedures and the terms set by the tenancy agreement or, unless it is an exceptional case as suggested above, they may be awarded a Lifetime (secure) Tenancy.

Between 12 and six months prior to end of the fixed term, an assessment will be completed by the social housing landlord to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

There is a presumption that where the circumstances of the household have not changed, a new FFFT will be offered (subject to all other criteria having been met). If, after an assessment, the decision is NOT to issue a new FFFT at the end of the period, then a minimum of 6 months' notice, with a written explanation as to the reasons why the tenancy is not being renewed should be given to the tenant. This will allow time for any appeal process and for the tenant to seek the appropriate advice (and where necessary, support) to make a planned move or look for alternative accommodation (including property to purchase where the financial circumstances of the household allow). Such advice and /or support can be offered by the Council.

During the last 6 months of the tenancy period -

- If the tenant has proven NOT to be engaging with the planned move approach and then makes a homeless application to the local authority due to not having found and sustained suitable alternative accommodation, then an "intentionally homeless" decision could be made having regard to legislation.
- If the tenant is engaging/co-operating with a planned move approach but there is no suitable or alternative accommodation available, then an assessment and decision would need to be made by the Council or social housing provider in terms of how to proceed (e.g. offer a new tenancy or, seek possession of the current home and provide temporary accommodation whilst referring the customer to the available advice and assistance to access the Private Rented sector etc.).

The Council and social housing providers will be required to regularly review FFFTs. This is likely to increase the caseload of staff and increase demand on other resources in order to ensure that tenants are supported appropriately.

### **The Impact of Flexible Fixed Term Tenancy (FFTT) on:**

#### **Households**

It is clear that legislation is driving the policy change in terms of social housing tenancies. By having mandatory FFFT (i.e. no longer Lifetime Tenancies), households may become more transient and whilst this may be unsettling for some tenants, those who are particularly vulnerable may require further support from support agencies to maintain their tenancies or to make planned moves.

The **Housing and Homelessness Strategy 2018-2021** further highlights the issues within Oxford City in terms of the limitations with regards to costs of living and what households can reasonably afford, and the limited available and affordable accommodation that is on offer, therefore increasing pressure on households to establish how they can retain their FFFT and ensure stability for themselves.

Given the limited available and affordable housing options in Oxford, households may have no other choice than to move out of the area to more affordable locations. This may in turn, negatively impact upon the household's reliance on their support network.

A positive side is that a change of perspective may enable a household to manage and take control of their aspirations – deciding where they want to live and what tenure they can afford.

### **Communities**

Highlighted earlier, households may become more transient which in turn may impact upon the infrastructure of the community and its support network. There may be a lack of stability and a risk of communities becoming fractured, impacting upon social networks, any networks with police, social and care services, and general goodwill and neighbourliness. People may become less committed in investing their time within their local community.

### **Health and wellbeing**

The reliance of a local support network to ensure good health and wellbeing may be impeded by using only FFTT's due to the reduced security of tenure for social housing tenants over the longer term. Accessibility to hospitals, medical health centres, education establishments, social and care services will determine where people wish to live and where and what they can afford.

### **Resource**

Managing FFTTs will require additional resource to ensure successful management of tenancy and property, within a timeframe that allows for the Council, social housing provider/Registered Provider and tenant to consider their options as highlighted below:

#### **Council, social housing provider/Registered Provider (RP):**

- Should a new FFTT be offered assuming the tenant has adhered to all elements of the tenancy agreement and the property has been managed appropriately?
- Is the size or type of property still appropriate for the household to use? If not, will another FFTT be offered on a different property?
- Is there vulnerability, health or an exceptional circumstance that requires a tenant to be further supported with a new FFTT?
- If the FFTT is to be terminated, a minimum 6 months' notice should be given with a written explanation as to the reasons why, allowing the tenant to appeal the decision if appropriate.

#### **Tenant:**

- Is the property "fit for purpose" to meet their current household needs?
- Is it a requirement to live elsewhere to support access to jobs, social support networks etc.?
- A change of household income may instigate the tenant to consider other housing options available to them.

The review of the FFTT will require the Council and other social housing landlords to ensure efficient and effective use of properties and to minimise void rent loss thereby enabling a property to be reused for someone with a priority housing need.

There could also be reduced investment in home improvements as tenants may feel less inclined to make improvements for their own benefit, therefore potentially this could increase costs to the social housing provider to ensure the property continues to meet the Decent Homes Standard and is fit to re-let.

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## Appendix 2

### Initial Equalities Impact Assessment screening form

*Prior to making the decision, the Council's decision makers considered the following: guide to decision making under the Equality Act 2010:*

*The Council is a public authority. All public authorities when exercising public functions are caught by the Equality Act 2010 which became law in December 2011. In making any decisions and proposals, the Council - specifically members and officers - are required to have **due regard** to the 9 protected characteristics defined under the Act. These protected characteristics are: **age, disability, race, gender reassignment, pregnancy and maternity, religion or belief, sex, sexual orientation and marriage & civil partnership***

*The decision maker(s) must specifically consider those protected by the above characteristics:*

- (a) To seek to ensure equality of treatment towards service users and employees;*
- (b) To identify the potential impact of the proposal or decision upon them.*

*The Council will also ask that officers specifically consider whether:*

- (A) The policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults*
- (B) The proposed policy / service is likely to have any significant impact on mental wellbeing / community resilience (staff or residents)*

*If the Council fails to give 'due regard', the Council is likely to face a Court challenge. This will either be through a judicial review of its decision making, the decision may be quashed and/or returned for it to have to be made again, which can be costly and time-consuming diversion for the Council. When considering 'due regard', decision makers must consider the following principles:*

- 1. **The decision maker is responsible for identifying whether there is an issue and discharging it.** The threshold for one of the duties to be triggered is low and will be triggered where there is any issue which needs at least to be addressed.*
- 2. **The duties arise before the decision or proposal is made, and not after and are ongoing.** They require **advance** consideration by the policy decision maker with conscientiousness, rigour and an open mind. The duty is similar to an open consultation process.*
- 3. The decision maker must be **aware of the needs of the duty.***
- 4. The **impact of the proposal or decision must be properly understood first.** The amount of regard due will depend on the individual circumstances of each case. The greater the potential impact, the greater the regard.*
- 5. **Get your facts straight first!** There will be no due regard at all if the decision maker or those advising it make a fundamental error of fact (e.g. because of failing to properly inform yourself about the impact of a particular decision).*
- 6. What does 'due regard' entail?
  - a. **Collection and consideration of data and information;***
  - b. **Ensuring data is sufficient to assess the decision/any potential discrimination/ensure equality of opportunity;***
  - c. **Proper appreciation of the extent, nature and duration of the proposal or decision.****

7. **Responsibility** for discharging can't be delegated or sub-contracted (although an equality impact assessment ("EIA") can be undertaken by officers, decision makers must be sufficiently aware of the outcome).
  8. **Document the process** of having due regard! Keep records and make it transparent! If in any doubt carry out an equality impact assessment ("EIA"), to test whether a policy will impact differentially or not. Evidentially an EIA will be the best way of defending a legal challenge. See hyperlink for the questions you should consider <http://occweb/files/seealsodocs/93561/Equalities%20-%20Initial%20Equality%20Impact%20Assessment%20screening%20template.doc>
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?

The Localism Act 2011 states that a local authority has the legal requirement to produce a tenancy strategy.

The Tenancy Strategy and Tenancy Policy 2018-2023 also takes into consideration

- The Housing Act 1985
- The Housing Act 1996
- Homelessness Act 2002
- Localism Act 2011
- The Tenancy Standard (Homes and Communities Agency, 2012)
- The Housing and Planning Act 2016 and the Housing White Paper (2017).
- Homeless Reduction Act 2017

These policies/Statutory Instruments have already been Equality Impact Assessed by the Government and any disadvantage to particular customer groups, as a consequence of such changes, have already been identified.

Analysis of reliable data from national and local sources, plus consultation with other local authorities, has helped to inform the development of this DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 which seeks to address inequalities for any member of the Oxford community wishing to access truly affordable good quality accommodation with security of tenure where possible. The strategy seeks to ensure that social housing providers let any new tenancies at truly affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels to ensure that those on low/median annual incomes are not disadvantaged.

The consultation process for the new DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 and associated appendices will include consultation with all private registered providers of social housing in Oxford, Council Tenants, stakeholders and members of the public.

By using current, and developing new, working partnerships with social housing providers and tenants, the aim is to ensure that there is minimal equality impact to the residents of Oxford. The new strategy and policy will be

kept under review and its delivery monitored with the assistance of partner social housing providers, tenants and stakeholders. This will help to identify any adverse equality impacts and to provide an opportunity to put measures in place to resolve or reduce them.

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

The new draft strategy and policy statement largely supports what is in the current tenancy strategy and policy statement which is due to expire mid-2018. This new DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 strengthens the need to provide genuinely affordable homes to meet the needs of households receiving incomes below or at median earnings levels in the City. It also aims to strengthen the position that any intermediate rented accommodation costs should be capped at Local Housing Allowance levels. This will help to secure affordable housing to those who have a low income or who need to claim Universal Credit/benefits and should help to reduce or eliminate inequality in accessing affordable housing locally. Consultation on the draft strategy (21 March to 19 April 2018) will assist in identifying any other equality considerations that need to be given. Implementation of the strategy (2018-2023) will be monitored in partnership with Registered Providers and other social housing providers in the City, as well as City Council Tenants. This will happen 18 months to mid-term of the strategy and also when there are any changes in legislation/government policy that might impact on the strategy. Review and monitoring delivery of the strategy will, in turn, help to identify and reduce any adverse equality impacts in a timely way.

Overall, the key objectives of the strategy are:

- To promote Oxford City's housing vision with a focus to provide social rented tenancies.
- To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community.
- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

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

To meet the requirements of the Localism Act 2011, the City Council is required to consult on the draft tenancy strategy and its associated appendices with every private registered provider of social housing for the Oxford city district, tenants, stakeholders and members of the public.

During the consultation process (21 March 2018 to 19 April 2018) meetings will be convened to include the groups above. There may be people within those groups who have disabilities or other protected characteristics. However, we will ensure that the opportunity to provide feedback is also provided to representative groups by writing to those groups to advise of how everyone can get involved.

The details of the consultation will also be promoted via the Council's website, Tenants in Touch newsletter, social media, through City Councillors and information provided to display at leisure and community centres across the city.

After the consultation process, all comments/suggestions will be considered and changes to the strategy document will be made before final approval from CEB and Council to implement the new Tenancy Strategy and Tenancy Policy 2018-2023.

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 as a consequence of implementing the key objectives outlined in the draft strategy. Adjustments may be required to the draft strategy following public consultation.

However should any new government guidance/legislation be implemented then a review of the strategy would be completed to identify actions to be taken going forward, bearing in mind that policies/Statutory Instruments have already been Equality Impact Assessed by the Government and any potential disadvantage to particular customer groups 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

See answer to Q2.

Lead officer responsible for signing off the EqIA: Stephen Clarke

Role: Head of Housing Services

Date: 29.1.18

Note, please consider & include the following areas:

- Summary of the impacts of any individual policies
- Specific impact tests (e.g. statutory equality duties, social, regeneration and sustainability)
- Consultation
- Post implementation review plan (consider the basis for the review, objectives and how these will be measured, impacts and outcomes including the “unknown”)
- Potential data sources (attach hyperlinks including Government impact assessments or Oxfordshire data observatory information where relevant)

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Appendix 3: Tenancy Strategy and Tenancy Policy Risk Register

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	
CEB Report to approve the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 following consultation	Failure to approve the draft Tenancy Strategy and Tenancy Policy 2018-23 will result in the strategy not being adopted in advance of the expiry of the existing Tenancy Strategy and Policy Statement 2013-18. The Localism Act 2011 requires the City Council to have a Tenancy Strategy in place.	Threat	CEB not approving the amended Draft Strategy at its meeting in June 2018	Upon expiry of the existing Tenancy Strategy in Summer 2018, there will be a failure to meet legislative requirements (Localism Act 2011) as the City Council will not have an adopted Tenancy Strategy in place.	07/12/17 and 1/5/18	Head of Housing Services	4	2	4	2	4	1	The period of public consultation has allowed for comments and changes to be made in advance of the strategy being presented for final approval in June/July 18.	The report is included on the City Council's CEB Forward Plan and reporting timetable. Papers for agenda items are published in advance of the meeting, therefor providing advance notice. The Public consultation period 21 March to 19 April allowed for further comments on the strategy. The strategy has been amended to take this feedback into account. Approval of the strategy is anticipated in June/July 2018.	CEB meeting 13/06/18 and to Council after that.				Strategy & Service Development Manager
CEB Report to approve the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 following consultation	There is a possibility of government guidance for Flexible Fixed Term Tenancies being published/ received before Council's approval of the revised draft Tenancy Strategy and Tenancy Policy 2018-2023. If guidance is published, modifications to the strategy to accommodate the implementation of new legislation will be required. This will delay the strategy being presented to CEB in June and to Council in July 2018 (for approval of the final version).	Threat	Government bringing in new legislative guidance.	Delays in presenting a final version of the strategy to CEB and Council by July 2018 - all of which would impact on not having the new Tenancy Strategy in place by summer 2018 and not meeting legal requirements.	07/12/17 and 1/5/18	Head of Housing Services	4	3	4	3	3	2	The CEB may wish to decide to continue with the amended strategy as an interim measure whilst a new Tenancy Strategy is developed and consulted on (if legislation timeframe allows).	New legislation/guidance would need to be taken into consideration but as an interim measure, the City Council could approve the amended Tenancy Strategy for 2018-23 or could issue a statement of intent to extend the period of the existing strategy whilst a new one is developed in line with new guidance. This would ensure that legislative requirements continue to be met in the short term and plans are in place to adopt a new strategy in the near future. Any new strategy would be subject to a further period of consultation.	Dependent upon when government guidance received				Strategy & Service Development Manager

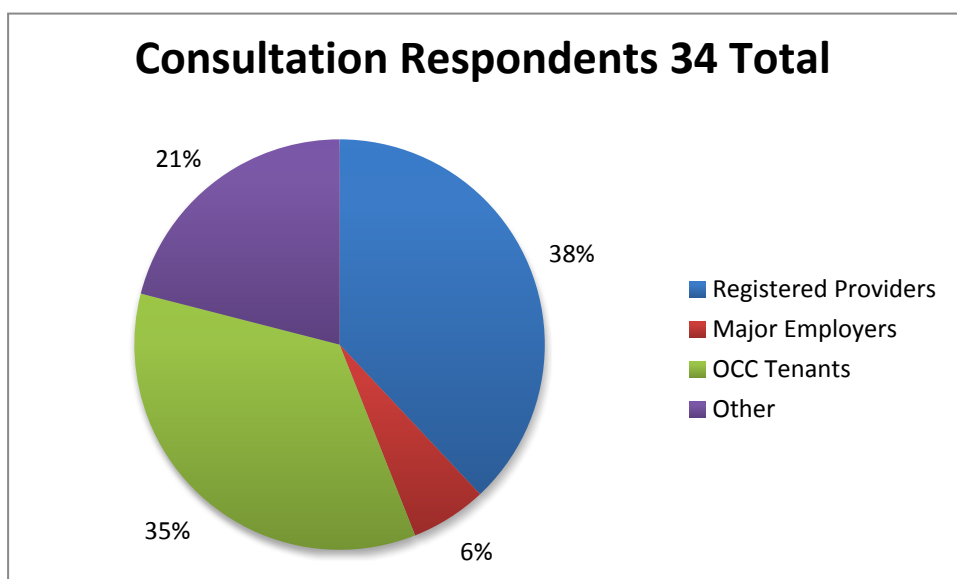
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## Appendix 4.

### Draft Tenancy Strategy and Tenancy Policy 2018-2023

#### Consultation Feedback

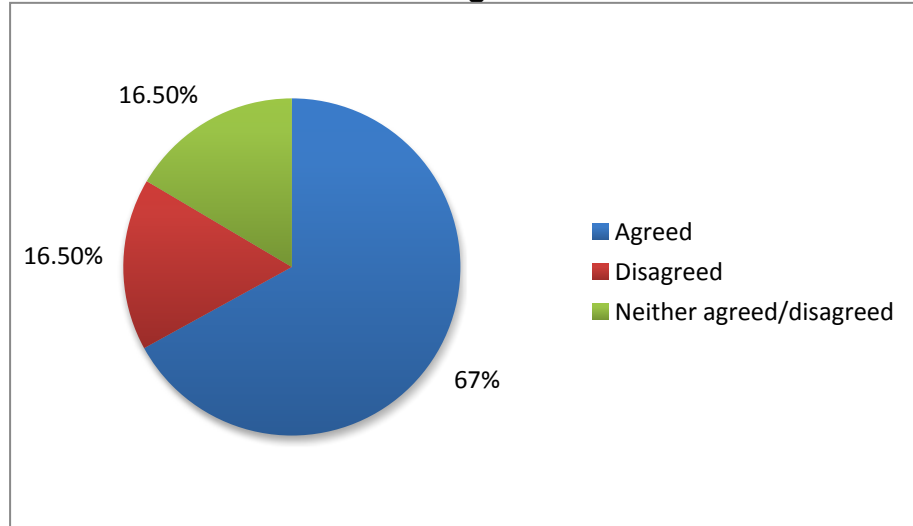
1. At its meeting on 20 March 2018, the City Executive Board (CEB) approved the publication of the draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices) for a 4 week period of public consultation.
2. The consultation ran from 21 March 2018 to 19 April 2018 and included a consultation event with stakeholders and statutory consultees, a consultation event with Council tenants, and a public survey via an online questionnaire [www.oxford.gov.uk/tenancystrategysurvey](http://www.oxford.gov.uk/tenancystrategysurvey). The consultation was promoted via social media, posters, news articles, Member briefings and articles in the City Councils' Tenants in Touch magazine. To meet legislative requirements, copies of the draft Tenancy Strategy and Tenancy Policy 2018-23 documents were sent electronically to all Registered Providers who operate within Oxford City. In addition, paper copies of all the documents were made available for the public to view at St Aldates Chambers.
3. There were a total of 34 responses received during the consultation period. Although this figure is low, the majority of responses received have come from those who are highlighted in the legislation as having a particular interest in the strategy. These include responses from 13 Registered Providers, 2 major employers and 19 individuals. 35% (12) responses were received via the online survey form; one individual response was provided via written feedback as opposed to completing the online survey; and the remainder of responses were obtained from the stakeholder (12 attendees) or tenant consultation (9 attendees) events held in early April 2018. A summary of the consultation feedback, along with the officer response, has been provided in this document.



## Tenancy Strategy 2018-2023 Combined Consultation responses summary

The majority (67%) of respondents agreed that the strategy had been written in a format that was easy to follow and understand.

### Q. To what extent do you agree or disagree that the strategy has been written in a format that is straight forward to follow and understand?

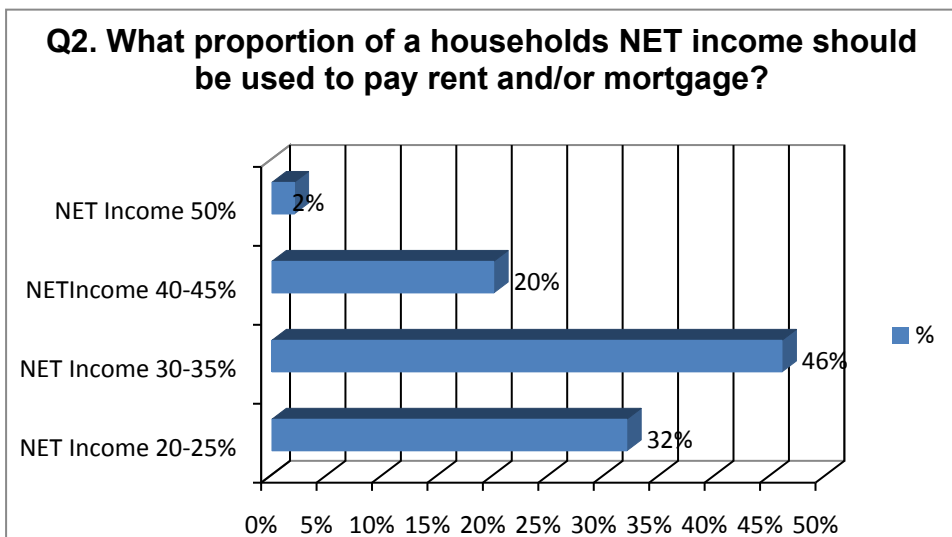
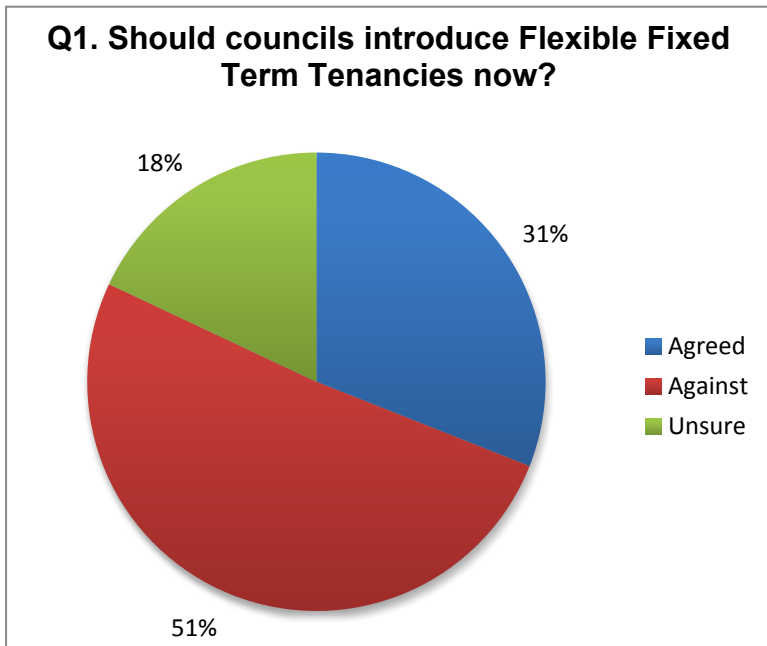


From the collective feedback received:

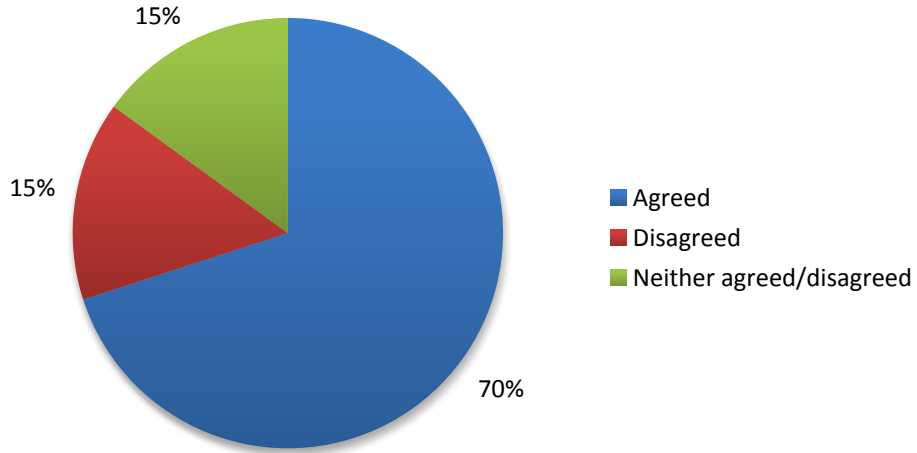
- Just 31% of respondents supported that the Council should introduce Flexible Fixed Term Tenancies now.
- In relation to the assessment of affordability as set out in the Strategy, 46% of respondents expressed a view that it would be reasonable to pay between 30-35% of NET household income on household costs i.e. rent and/or mortgage. A further 32% of respondents proposed that this should be lower (e.g. 20-25% of NET income).
- 70% of respondents agreed that the Council and Registered Providers (RPs) should provide tenancies at social rent levels and 61% supported that the Council should continue to offer lifetime tenancies.
- Around half (52%) supported that social housing providers (RPs) should offer lifetime tenancies and a further 25% neither agreed nor disagreed with this. Those who disagreed highlighted that fixed term tenancies can assist in better managing housing stock and can facilitate the churn of social housing re-lets.
- 91% of respondents agreed that affordable rents, if used, should be capped at Local Housing Allowance levels although concerns were raised regarding the viability of schemes if rental income is capped.
- Strong support (94%) was also demonstrated for any receipts from sales of Affordable Housing to be used to build "one for one" replacement homes at social rent levels. However, respondents also highlighted that there is limited development opportunity within the city to build the replacement homes i.e. not many larger development sites and smaller development sites may be impacted by viability.

- 70% agreed that rent charges on shared ownership properties should be capped (to support affordability). However, concerns were expressed that capping rental income may impact on the viability of schemes.

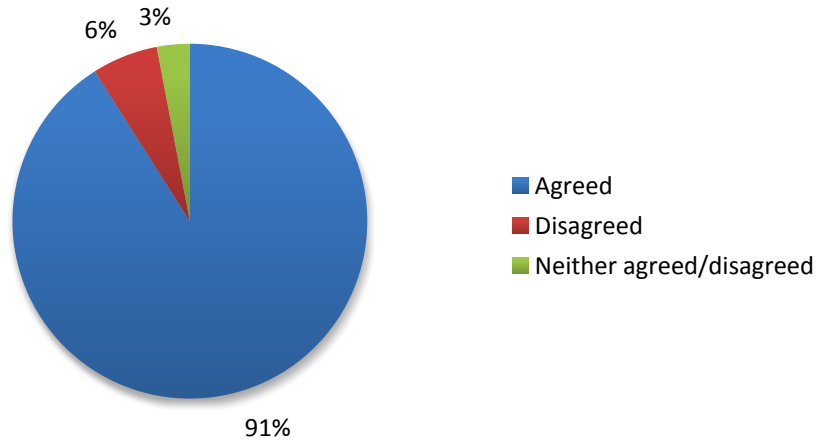
A more detailed analysis of the questions asked, are listed below:



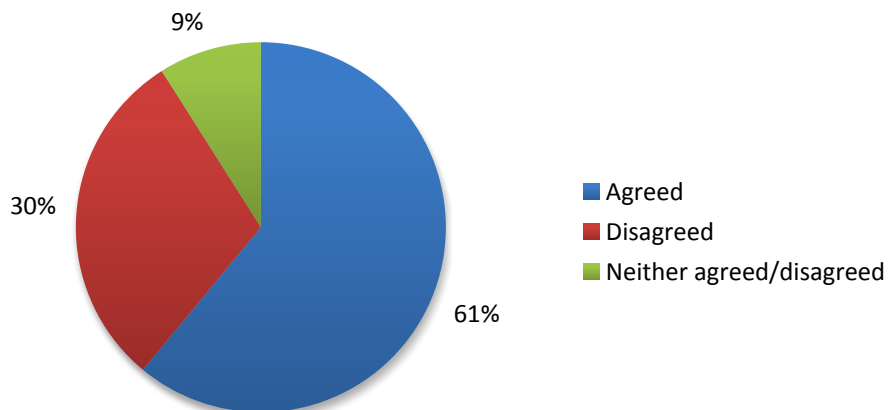
**Q3. The focus for the Council & RPs should be on providing tenancies at social rent levels?**



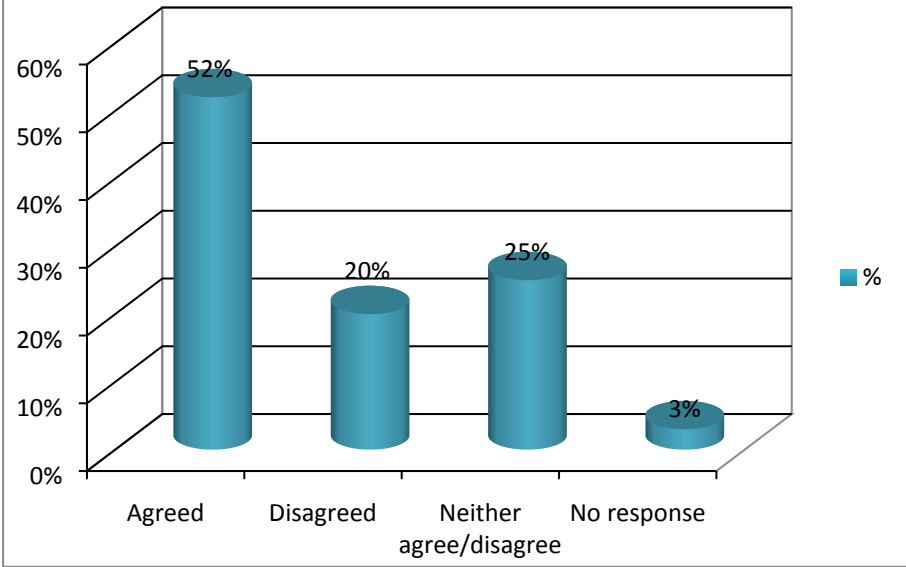
**Q4. Affordable Rents, if used should be capped at LHA levels ?**



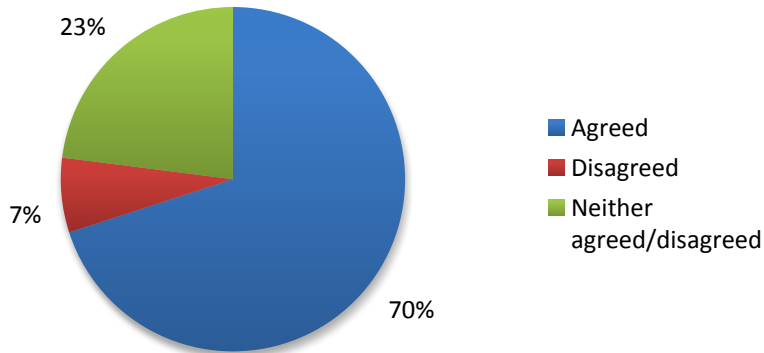
**Q5. The Council should continue to offer "lifetime tenancies" ?**



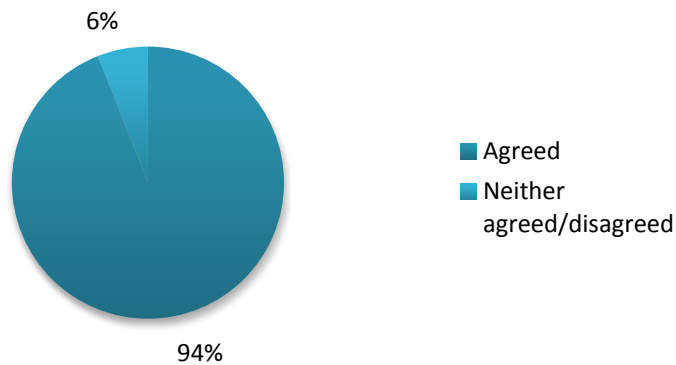
**Q6. Social Housing Providers should offer lifetime tenancies?**



**Q7. Rent charged on Shared Ownership properties should be capped at 2%?**



**Q8. Receipts from sales of Affordable Housing should be used to build "one for one" replacements at social rent ?**



## Additional Consultation Responses and Officer Response

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REF	Comments received re: implementation of Flexible Fixed Term Tenancies (FFFT)	Officer Response (OR)
1	Too much churn disrupts communities.	<p>OR1. Overall the consultation feedback highlighted a majority view that Oxford City Council should not introduce flexible fixed term tenancies (FFFT) until Government guidance has been published in relation to the mandatory use of FFFT's. The opportunity to create additional churn within Council housing stock, as FFTTs come to an end, is limited mainly because there are few alternative affordable and available move-on housing options in Oxford's private rented/sale market.</p> <p>In terms of under-occupation, the City Council already operates an incentive scheme for Council Tenants wishing to downsize from family-sized homes. Implementation of FFTTs will not impact upon existing secure tenants unless certain circumstances are met.</p> <p>Given the above, it is proposed that the City Council continues to issue introductory and lifetime tenancies for the time being. When Government guidance has been published and the regulations are in place, the City Council will revise the Tenancy Strategy and Tenancy Policy 2018-2023 and align it with legislative requirements. A further consultation period will be undertaken in advance of any revised strategy being approved by Council.</p> <p>Income – this would usually be the income of the tenant i.e. joint tenants, collective income of tenant and spouse/partner etc.</p> <p>Amendments made to page 9 of the strategy to make clear that affordability assessments would include consideration of income and capital.</p>
2	Way of dealing with severe under-occupation.	
3	FFTTs can be useful for managing high demand stock.	
4	Will affect back-office administration.	
5	Take into consideration the type of tenant.	
6	Going to happen anyway so should start looking at now.	
7	Balance between sustaining communities and making best use of stock.	
8	To help churn of larger properties for families in need.	
9	It may be sensible to help people to down size but with controls on area etc.	
10	Not all clients will be in need of a tenancy for life. If fixed term tenancies are offered then clients can be reassessed and moved on where appropriate. This will increase supply for those in need. Alternatively, those no longer in need could keep their tenancy but be asked to pay higher rents to reflect their ability to do so. This would be fairer to clients in the private sector and extra income could then be re-invested into housing services.	
11	Will have impact on staff - increase workload	
12	Need infrastructure in place to move people around	
13	People have a community around them they'll want to keep.	
14	Will affect single and elderly.	
15	Income of non-dependents taken into account?	
16	Need to interlink all parts - land to build on, rent levels, educating tenants to sustain tenants etc.	
17	Flexible tenancies are not one size fits all - e.g. 'hard to lets' advertised with a FTT would be likely to make the property harder to let. Need versus want needs to be taken into account.	
18	FFTTs should be introduced without waiting for guidance to be written	
19	How far will a person need to move if their FTT ends & they need to move?	



20	Social landlords have become more of a social services, but resources missing. Need to look at the whole picture.	
21	FTTs might be an incentive for people to take responsibility for their tenancy	
22	FTTs can restrict the options available for a tenant seeking to do a mutual exchange and restrict mobility of social tenants. End of a FTT - income & capital could be taken into account when determining if it should be ended.	
	<b>Comments RE using NET or GROSS income</b>	
23	If using net possibly use a higher percentage	OR2. Review of the consultation responses identified that 46% of those responding agreed that 30-35% of NET income should be used to pay rent and/or mortgage and 32% of those responding suggested that 20-25% should be used. Only 20% of those responding suggested that 40% or higher of NET income should be used as guidance within the tenancy strategy. In light of this feedback and taking into consideration other national publications on the issue, it is proposed that 35% of net income be used within the Tenancy Strategy 2018-2023 as an indicator of local affordability. Many households calculate finances based on <b>net</b> income and expenditure.
	<b>Comments RE What proportion of a household's NET income should be spent on a rent and/or mortgage?</b>	
24	Depends on peoples incomes.	See OR2. The net income used is the basic net after Tax and National Insurance deductions. However many households will also be contributing towards work place pensions or other family support costs etc.
	<b>Comments RE The focus for the Council &amp; RPs should be on providing tenancies at social rent levels</b>	
25	On the business side – building without grant is not sustainable, can't build to social rent level, affects supply. Cap to LHA is fair and makes schemes viable.	OR3.Tenancy Strategy amended at Affordable Rent section - to reflect that affordable rent should align to and not exceed the LHA rates where viable. Viability of schemes is also considered on page 11 of the tenancy strategy. Social

26	Small schemes don't work at LHA level.	rent is the most affordable for of tenure – see Appendix C for details.
27	Difficult finding applicants in housing need who meet the criteria and can afford affordable rent.	
28	Look at supply and demand – will there be funding to RPs to support social rent?	
29	Consider what other authorities are doing with regards to supply of Social Rent against Affordable Rent.	
	<b>Comments RE The Council should continue to offer "lifetime tenancies"</b>	
30	Some social housing providers offer average life tenancies – may be an option to determine length of FFT. Could also review turnover by property type	See note OR1.
	<b>Comments RE Social housing providers in Oxford should offer "lifetime tenancies"</b>	
31	Offer mix.	OR4. The Tenancy Strategy clearly states a preference for social housing providers to offer social rents and lifetime tenancies however it also recognises the need to provide affordable housing to meet a range of needs and to develop successful and sustainable communities. Social Housing providers are required to have regard to the Council's Tenancy Strategy which also sets out guidance on the collective social responsibility to the community of Oxford.
	<b>Comments RE Rent charged on Shared Ownership properties should be capped at 2%</b>	
32	Lease terms affect payments	OR5. This should be taken into account when considering the impact on viability of any development programme. The strategy already relates to this issue.
	<b>Comments RE Receipts from sales of Affordable Housing should be used to build "one for one" replacements at social rent</b>	

33	Practicalities – nowhere to build.	OR6. Securing sites and opportunities to increase the number of affordable homes built in the City, is picked up in the Housing & Homelessness Strategy 2018-2021 Action Plan and will be considered as part of the development of the Council's Local Plan 2036.
34	Doesn't always work cost wise.	OR7. Viability assessments will continue to determine impact on deliverability etc.
35	Support diversity of dwellings.	OR8. The balance of tenure and mix of dwellings are currently considered as part of any planning application made in and around the City.
36	Cross fund – using receipts of high end properties to fund/subsidise the 1 for 1 social rent.	OR9. The Tenancy Strategy sets out a requirement for social housing providers to use receipts from sales of affordable housing to provide a one for one replacement property where it is possible to do so.
	<b>Comments RE In your opinion what should the role and purpose of Social Housing be?</b>	

37	<ul style="list-style-type: none"> <li>• Those who need it and can't afford it</li> <li>• The quality of accommodation must be of good standard</li> <li>• Initially it should be used for emergency cases with a potential view to lifetime use and affordability</li> <li>• To solve the problem of homelessness</li> </ul> <p>To provide accommodation that is affordable to people on low incomes.  To provide affordable housing for residents who cannot get onto the property ladder until their finances allow them to apply/get a mortgage.  Should be used as a stepping stone to help people who are in genuine need until their personal circumstances have improved  To house all of those in genuine need of housing in good conditions for their whole lifetime.  To help those people who are unable to access other affordable housing options in an area where they live or work.  To offer safe, affordable, easy to heat, lifetime homes for people excluded from purchasing a home with a mortgage.  To provide sufficient, quality, affordable, long-term rented housing to meet the needs of all those seeking social housing within the local area so that all have a roof over their heads and can live in decent, well-maintained properties.  To house people on lower income who cannot afford to buy a house especially in Oxford where houses are so high in price</p>	<p>OR10. Comments noted. The Council's overarching Housing and Homelessness Strategy 2018-2021 (and Action Plan) sets out how the Council will work in partnership to ensure that social and affordable housing in the City is made best use of and is allocated appropriately to reduce homelessness and meet housing need. The Tenancy Strategy 2018-23 also sets out expectations of social housing providers to apply social responsibility, support tenants and make best use of their housing stock.</p>
	<b>Comments RE Affordable Rents</b>	
38	Restricting affordable rents to less than LHA rates may affect the financial viability of some new developments	See note OR7.
39	Affordable rents above LHA are not affordable for most	See note OR3.
40	It shouldn't be a given to get a home at reduced rent	OR11. Oxford City Council in line with the ORAH agreement and Allocations Scheme assesses all applicants individually on their particular housing need at the time of applying to the council.

		OR12. Affordability tables and statistics shown in Appendix C have been updated to include latest releases. The text in Appendix C has also been amended for clarity and also to strengthen the points being made about affordability. Also see comparable data shown in Appendix C FIG C.5, FIG C.6, FIG C.7, FIG C.8 and FIG C.9.
41	It does not state what is classed as affordable, or how this is calculated	
42	<p>We generally agree with the strategy and the thinking behind it to ensure affordable housing remains truly affordable.</p> <p>However we think there should be 2 more exceptions made in your policy as set out below:</p> <p>Supported Housing- in the case of Long Term supported housing such as for Learning Disability and Mental Health clients where accommodation is eligible to be determined as 'exempt accommodation' we think rents higher than LHA should be able to be charged which will attract greater private investment into Oxford which may solve some of these housing issues more quickly. These types of small supporting housing developments allow more options than living in an alternative such as residential care and the issues of affordability and ability to find work are less conflicting.</p> <p>The same exemption should be used for private leasing schemes used for supported housing, albeit where they may be leased to Registered Landlords.</p> <p>2- Key Workers- We think this area may need to be an exempt category of your strategy as it may prevent possible land opportunities coming forward if rents are restricted to LHA due to viability concerns.</p>	OR13. Comments have been noted. The tenancy strategy has explored the issue of affordability of accommodation for the local community, and justification (including viability of a scheme and the cost of service charges etc.) to support exemptions from capping rents at LHA levels, would need to be provided and considered on a case by case basis. Generally, all new developments should comply with Planning Policies.
	<b>General Comments</b>	
43	Terrible under-supply - housing market is broken	See notes OR6, OR7 & OR8
44	There is nowhere near enough Council Housing	See notes OR6, OR7 & OR8
45	Don't want to push people out of the area like in London so social rent needed, but need to educate people it's not a right to have	See note OR11
46	Why are universities getting planning permission for all their sites?	OR14. Planning applications for student accommodation are being determined under existing planning policies. Any applications to develop staff accommodation would also be considered under the existing planning policies. Any

		proposals for change in the future will be considered as part of the Council's Local Plan review.
47	There doesn't seem to be much in it about leaseholders.	OR15. Mention has been made within the strategy in relation to minimising the cost of service charges - this would be of particular interest to leaseholders.
48	<p>(Summarised response below)</p> <p>A proportion of Registered Provider housing in Oxford should be at social rents. Support for the strategy in general and for the benefit of the local community Starter and lifetime tenancies supported as it is believed that sustainability comes when tenants have a stake in their community. Support for the creation of balanced communities through appealing to tenants of mixed incomes and through promoting tenancy support / welfare advice services and helping people back to work. The focus needs to be on provision of more quality housing at affordable rents so that people who choose to live and work in Oxford can do so safely, securely, affordably, confidently and comfortably and not have to worry about endless moves in private sector. Support for some smaller homes to be built and made available to rent/buy, like to Container 'starter' homes or eco-friendly versions to accommodate people more quickly.</p>	<p>OR16. The customer/stakeholder's support and commitment to assisting the needs of the community is acknowledged and appreciated. The key objectives of the Tenancy Strategy 2018-2023 are:</p> <ul style="list-style-type: none"> <li>• To promote Oxford City's housing vision with a focus to provide social rented tenancies</li> <li>• To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community</li> <li>• Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.</li> <li>• To create sustainable, mixed and balanced communities.</li> </ul> <p>The City Council, working in partnership with stakeholders is committed to delivering the Housing and Homelessness Strategy 2018-2021 and will continue to explore all viable types of accommodation to meet housing need.</p>

(Summarised response: )

The opportunity to comment on the draft strategy is welcomed.

There is a requirement to provide housing options across all income levels and for staff and for students. Oxford continually tops the least affordable city list (Lloyds Bank's Affordable Cities Review). As an employer in the city, there is an awareness of job applicants having turned down offers once they understand the Oxford housing market. Staff housing is needed but there is limited land that is not already developed. There is a need to provide staff housing to meet mixed needs of singles, couples and families.

There is support for the provision of a range of residential accommodation units which are attractive in cost and quality, along with adequate community infrastructure to support housing developments. There is support for the provision of truly affordable, quality and efficient accommodation in Oxford city.

It is also noted that travel distances and road congestion play their part in the development of housing communities and would support the provision of quality transport links alongside housing developments.

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OR17. Comments noted and support acknowledged. Also acknowledged are the concerns of employers around the difficulties experienced in attracting and retaining staff due to the cost of the local housing market. This Tenancy Strategy 2018-2023, as highlighted in OR10 and OR14, is committed to ensuring that the council and its partners work towards addressing the housing need for Oxford's diverse community, offering a choice of tenure to enable sustained communities.

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**To:** City Executive Board  
**Date:** 13 June 2018  
**Report of:** Head of Financial Services  
 Head of Business Improvement  
**Title of Report:** Integrated Performance Report for Quarter 4 2017/18

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To update Members on Finance, Risk and Performance as at the end of the financial year.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Ed Turner
<b>Corporate Priority:</b>	Efficient and Effective Council.
<b>Policy Framework:</b>	Corporate Plan
<b>Recommendations:</b> That the City Executive Board resolves to:	
1.	<b>Note</b> the financial outturn and performance of the Council for the year 2017/18 and also the position on risks outstanding as at 31 <sup>st</sup> March 2018;
2.	<b>Agree</b> the carry forward requests in respect of the General Fund and recommend to Council the establishment of budgetary provision of £364k in respect of the new bids shown in paragraph 6 and Appendix D;
3.	<b>Agree</b> the additional transfer to the General Fund Capital Financing Reserve of £533k detailed in paragraph 2 a;
4.	<b>Agree</b> the carry forward requests outlined in paragraph 16 to 19 in respect of the HRA as detailed in Appendix D and recommend to Council the establishment of budgetary provision of £70k in respect of the new bids;
5.	<b>Agree</b> the additional transfer to the HRA Contributions to HRA Projects Reserve of £0.550 million detailed in paragraph 2 (c);
6.	<b>Note</b> the underspend against the latest budget on the Capital Programme of £636k detailed in appendix B, the funding for which will be returned to Capital Financing Resources; and
7.	<b>Agree</b> to allow the roll forward of all CIL related allocations, totalling £130k in 2018/19, detailed in paragraph 9.



## Appendices

Appendix A	General Fund Outturn
Appendix B	Capital Programme Outturn
Appendix C	HRA Outturn
Appendix D	Carry Forward Requests and New Bids
Appendix E	Corporate Risks
Appendix F	Corporate Performance Outturn

### Introduction and background

1. This report updates the Board on the performance of the Council for 2017/18 together with the corporate and service risks faced as at 31 March 2018. A brief summary is as follows:
2. **Financial Position**
  - a. **General Fund** – The surplus on the General Fund is £0.533 million (2.53% of the Net Budget Requirement of £21.056 million), after allowing for carry forwards to reserves of £0.704 million. Of this carry forward amount £0.340 million is for committed schemes and £0.364 million is for new schemes. The biggest driver of the surplus is over-achievement of income. If these carry forwards are agreed in line with the recommendation, the remaining £0.548 million will be transferred to the Capital Financing Reserve to fund future capital expenditure;
  - b. **Efficiencies, Fees and Charges and Service Reduction Targets** – at year end the actual sum is on target at £1,558,498.
  - c. **Housing Revenue Account** – The surplus on the HRA is £6.170 million, after allowing for carry forwards of £0.495 million against the original budget of £5.619 million. This represents a favourable variation of £0.550 million (9.81% of the Budgeted surplus of £5.619 million). Carry forward requested £0.425 million is for committed schemes and £0.070 million as a new bid. It is recommended to transfer the remaining amount of £0.550 million into the HRA projects reserve. It should be noted that the HRA is setting aside funds to mitigate the impact of the government’s proposed policy of “forced sale” of higher value properties, although that policy has not yet been implemented.
  - d. **Capital Programme** – the outturn spend is £37.710 million, a favourable variance of (£11.228) million against the latest budget. Of this (£10.592) million is slippage, which will be carried forward into future years and (£0.636) million is net underspend on schemes, the funding for which will be transferred to the capital financing reserve. The actual spend equates to

69% of the original budget of £54.626 million. Several larger items were to do with transfers of funds to other bodies, rather than completion of particular projects of capital works directly by the City Council.

3. **Performance** – 75% (12) of the Corporate Performance targets were delivered as planned and 25% (4) were short of target; individual performance targets are detailed in Appendix F.
4. **Corporate Risk Management** – There is one red corporate risk and the remaining 9 risks are Amber risks, these are detailed in paragraph 24-25 and in Appendix E.

### General Fund Revenue

5. The General Fund is showing a favourable variance of (£0.533) million as set out in Appendix A, after carry forward and new bid requests. The revenue balance remains unchanged at £3.622 million.

### General Fund Earmarked Reserves and Working Balance

6. A number of requests have been made to carry forward unspent sums in respect of previously approved budgets that have either a) not yet started, or b) are started but not completed (£0.340 million). Additionally, new bids of £0.364 million on which to use the underspend have been proposed. Details of these requests are summarised in the table below, and further details shown in Appendix D:

Description	Amount Requested £	New Scheme £	Slipped Scheme £	Total £
Regeneration & Economy	89,536	0	89,536	89,536
Financial Services	45,000	45,000	0	45,000
Planning, Sustainable Development and Regulatory Services	25,000	0	25,000	25,000
Direct Services	200,000	200,000	0	200,000
Community Services	66,500	55,000	11,500	66,500
Business Improvement	161,000	0	161,000	161,000
Law and Governance	4,000	0	4,000	4,000
Welfare Reform	113,154	63,676	49,478	113,154
<b>General Fund</b>	<b>704,190</b>	<b>363,676</b>	<b>340,514</b>	<b>704,190</b>

7. The new scheme requests include the following:
  - **Investigations marketing - £45k** – budget to develop the commercial trading including marketing, open day expenses, apprenticeship contribution and web site development;

- **City Centre Improvements - £200k** -to carry out a backlog of repairs to the public realm within the City Centre where routine revenue budgets are either not identified or insufficient to maintain a satisfactory standard. This will improve safety and the visual appearance to items such as street furniture and paved surfaces. It reflects the City Council's ambition to ensure that all areas of the City Centre match the appeal of the new Westgate Centre.
  - **Nightsafe: Public safety and late-night economy - £40k** – to carry out a review our joint approach to managing the night-time economy to improve public safety;
  - **Grants budget - £15k** – increase in grants budget to align the allocated budget with expenditure agreed;
  - **Home choice pilot (Rent guarantee & Coaching model) - £64k** - .this projects seeks to provide a new model for the Council in placing families at risk of homelessness into the private rented sector. This will be achieved by topping up the rent of those placed in the private rented sector.
8. The City Executive Board is asked to review and agree the carry forward requests and new bids. It is recommended that any sums not agreed are transferred to the Capital Financing Reserve.
  9. The City Executive Board is also asked to review and agree to change the recommendation regarding the Neighbourhood portion of CIL Funding. It previously agreed that these funds would only be rolled forward for schemes that may be implemented over more than one year, we are now proposing that all unspent funds are rolled forward to allow members to allocate the funds in future years.
  10. Subject to CEB agreeing the recommended carry forwards, Earmarked Reserves as at the 31<sup>st</sup> March 2018 would stand at £35.511 million, 25% of which relates to funding of the Capital Programme and 13% relates to Business Rates Retention reserve.
  11. The most notable transfer to and from Earmarked Reserves in year is:
    - NNDR Retention reserve – (£1.737) million this reserve is held in accordance with proper accounting practices;

### **General Fund Service area position**

12. At the year end the General Fund service areas showed a favourable variance of (£1.357) million, (£0.704) million after carry forward requests. The most significant of these variances are explained below:
  - **Housing and Property** – year end adverse variance of £0.157 million, due to increased expenditure on temporary staffing during the year, under recovery on fees charged to capital due to a reduction of work provided to capital projects and the provision of bad debts against garage income being higher than expected in year;

- **Regeneration and Economy** – year end favourable variance of (£0.547) million, (£0.308) million of this relates to the year-end adjustment for the revaluation of shared ownership mortgage debt the financial effect of which is offset by a compensating adjustment showing within the Corporate accounts. Commercial property investment income over achieved its target by £0.089 million. The Property support services team have also had staffing vacancies throughout the year. There has been a delay in some feasibility studies in year and a carry forward request for £110k has been submitted for these.
- **Direct Services** – year end favourable variance of (£0.813) million, fuel prices have been increasing throughout the year and have led to an overspend of £0.086 million in this area. There has been overachievement of income in Commercial Waste (£0.125) million and engineering services (£0.439) million. Off street parking has achieved an additional (£0.110) million, this has offset unachieved budgeted additional income of £0.160 million for Seacourt Park and Ride.
- **Business Improvement** – year end favourable variance of (£0.218) million due to staff turnover and vacancies within the Business Improvement team, offset by an adverse variance in ICT due to pressures on the telephony budget and temporary staffing. HR & OD have a favourable variance due to the apprentice programme and training budget, and a carryforward request has been submitted to carry these funds into 2018/19.
- **Service Level Agreements and Capital Charges** are showing a favourable variance of (£3.068) million due to a significant upward revaluation of the Council's Investment Properties. This is off set by a corresponding entry in accordance with Local Government accounting within the Corporate Accounts, to ensure that this does not have an overall impact on the bottom line of the financial accounts.

### **Corporate Accounts, Contingencies and Transfers to/from Earmarked Reserves**

13. The adverse variance of £6.251 million on the Corporate Accounts is due to

- Compensating adjustment in respect of the revaluation of shared ownership mortgage debt ;
- Compensating adjustment in respect of the revaluation of the Council's Investment Properties;
- An increase in the use of revenue contributions to finance the capital programme to mitigate the need to borrow

14. **Local cost of benefits** - an adverse variance of £0.558 million at the end of the year has arisen from the Housing Benefit expenditure in relation to local authority error and admin delays above the upper threshold at which subsidy is not payable. Losses of subsidy are offset against income received from overpaid Housing

Benefit. This variance has been offset by the use of reserves which were previously set aside for this reason.

15. **Investment Income** – a favourable variance of £0.328 million has arisen from increased investment income from our property fund investments and loans to Oxwed (our West End delivery partnership).

### **Housing Revenue Account**

16. The HRA is showing a favourable variance on the HRA of (£0.550) million above the original budgeted surplus of (£5.619) million (Appendix C). This is after allowing for carry forward requests, totalling £0.495 million, £70k of new schemes and £425k in respect of slippage.
17. The £70k for a new scheme is to provide some temporary resources in the Tenancy Management Team, who have a number of staffing issues including dealing with some long term sickness and, consequently these temporary resources will enable the team to operate more effectively and efficiently than recently experienced.
18. The HRA working balance remains unchanged at £4.0 million.
19. The year end variance is shown as (£0.550) million and the major variations include:
  - **Management and Services (Stock Related)** has a favourable variance of (£0.875) million this is as a result of lower than anticipated public utilities costs across the stock and reduced Council Tax on empty properties arising from a reduction in void turnaround times.
  - **Misc Expenditure (Non Stock Related)** has a favourable variance of (£0.201) million, associated with lower than expected spend on those HRA dwellings used for Temporary Accommodation, and the savings arising from the ability to recharge the Project Manager to the HRA capital programme.
  - **Interest paid** has a favourable variance of £0.219 million due to reduced interest on loans.
  - **Depreciation** has an overall adverse variance of £0.801 million, this is due to the calculation of depreciation in year being higher than that budgeted for.
  - **Appropriations** has an overall minimal favourable variance of £0.025 million, these accounts represent the entries relating to movements to and from reserves, capital financing, impairments and gains and losses on asset disposals.

### **Capital**

20. The outturn on the Capital Programme is £37.710 million with a favourable variance of (£11.228) million against the latest outturn estimate forecast in February as shown in Appendix B. This represents a 69% spend of the original budget compared to 78% last year and 69% the previous year.
21. The variance of (£11.228) million is made up of (£10.592) million of slippage into 18/19 and (£0.636) million of net underspends. Should members agree the recommendations then funding in respect of the underspend will be returned back to the Capital Financing Reserve.

## GENERAL FUND

- **Oxpens regeneration** – (£4.160) million loan due to OXWED in respect of Council owned land to be transferred to the company which has not yet taken place;
- **ICT project** – (£0.377) million due to delays in procurement and slippage on implementation of Bartec;
- **Cave Street and 1-5 George Street Developments** – (£0.251) million, feasibility work is being undertaken along with planning application for George Street;
- **Lucy Faithful House** – (£0.456) million slippage, £0.544 million has been spent in year for the purchase of the lease back from Riverside and securing of the vacant building , and the remaining budget of £0.456 million to be used to demolish the building in preparation for redevelopment is being slipped into 2018/19;
- **Horspath Sports Park** – (£0.533) million slippage into 2018/19 due to delays on site, the project is still due to complete by June 2018;
- **Go Ultra Low** – (£0.119) million slippage into 2018/19 due to the remaining chargers being installed in April 2018;
- **Housing Company Loans** – (£2.695) million slippage on the Housing Company development programme;
- **Seacourt Park and Ride** – (£0.233) million slippage – delays in project delivery due to liaison with other agencies and receiving planning permission. Work now expected to start on site in May 2018;

## HRA

- **Tower Blocks** – (£0.315) million – additional funding required to the scheme for the replacement cladding;
- **Great Estates** – (£0.243) million slippage, to completed the committed schemes;
- **Developments at Bracegirdle and Mortimer Drive** – (£0.558) million slippage, Contractors have been appointed to manage the delivery of this scheme and pre application planning has been undertaken, work will continue into 2018/19;
- **Barton Regeneration** – (£0.154) million slippage, to enable works on Barton Road Flats to be completed now that planning permission has been received.

## Performance Management

22. There are sixteen corporate performance measures that were monitored during the year (Appendix F). Twelve (75%) were delivered as planned (Green) and four (25%) fell short of their target.

23. The four indicators are detailed below:

- a. Amount of employment floor space permitted for development –target of 15,000 and a year end result of 4,553; it should be noted that significant developments of employment space are proposed in the coming years;
- b. Net increase in number of businesses operating in the city – target of 200 and a year end result of 140;
- c. Number of people using leisure centres – target of 1,450,000 and a year end result of 992,316;
- d. Percentage of customers satisfied with the OCC website – target of 65% and a year end result of 62%.

**Corporate Risk**

24. Corporate risks are reported in Appendix E

25. There are nine Amber risks and one Red risk, the red risk is detailed further below:

- a. Climate change – The risk that a flood event happens that mitigations and plans are not sufficient to deal with.

**Financial implications**

26. All financial implications are covered in the body of this report and the Appendices.

**Legal issues**

27. There are no legal implications directly relevant to this report.

**Level of risk**

28. All risk implications are covered in the body of this report and the Appendices.

**Equalities impact**

29. There are no equalities impacts arising directly from this report.

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<b>Background Papers:</b> None



Description	Amount Requested	New Scheme	Slipped Scheme	Total
	£	£	£	£
Regeneration & Economy	89,536	0	89,536	89,536
Financial Services	45,000	45,000	0	45,000
Planning, Sustainable Development and Regulatory Services	25,000	0	25,000	25,000
Direct Services	200,000	200,000	0	200,000
Community Services	66,500	55,000	11,500	66,500
Business Improvement	161,000	0	161,000	161,000
Law and Governance	4,000	0	4,000	4,000
Welfare Reform	113,154	63,676	49,478	113,154
<b>General Fund</b>	<b>704,190</b>	<b>363,676</b>	<b>340,514</b>	<b>704,190</b>

Description	Amount Requested	New Scheme	Slipped Scheme	Total
	£	£	£	£
HRA	494,610	70,000	424,610	494,610
<b>HRA</b>	<b>494,610</b>	<b>70,000</b>	<b>424,610</b>	<b>494,610</b>

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18****Regeneration & Economy**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Project Feasibility & Consultatnts	BN25	Jane Winfield	175,000	55,000		55,000	55,000		To carry out feasibility and viability work on the following projects: Diamond Place; Odeon Cinema; Cowley Workers Social Club; BT Exchange & Magistrate Court and Floyds Row
Commercial EPC Surveys	BN26 D3411	Jane Winfield	61,000	34,536		34,536	34,536		To meet the Councils legal obligation to carry out EPC Surveys, to improve energy efficiency and reduce carbon emisisions
			<u>236,000</u>	<u>89,536</u>	<u>0</u>	<u>89,536</u>	<u>89,536</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**  
**S32 - Financial Services**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Investigations Trading Surplus	CD22	Scott Warner	142,445	45,000	45,000		45,000		Budget to develop commercial trading including marketing, open day expenses, apprenticeship contribution and web site development
			<u>142,445</u>	<u>45,000</u>	<u>45,000</u>	<u>0</u>	<u>45,000</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**  
**Planning, Sustainable Development and Regulatory Services**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Central Oxford Conservation Area Appraisal	HK12	Clare Golden	25,000	25,000		25,000	25,000		Provision of an upto date conservation area appraisal to enable new development to preserve or enhance the heritage and built environment of the City Centre
			<u>25,000</u>	<u>25,000</u>	<u>0</u>	<u>25,000</u>	<u>25,000</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**

**S23 - Direct Services**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
City Centre Improvements		Tim Sadler		200,000	200,000		200,000		To carry out a backlog of repairs to the public realm within the City Centre where routine revenue budgets are either not identified or insufficient to maintain a satisfactory standard. This will improve safety and the visual appearance to items such as street furniture and paved surfaces.
			0	200,000	200,000		0 200,000		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18****S22 -Community Services**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Nightsafe - Public Safety and late-night economy	KN33	Ian Brooke	0	40,000	40,000		40,000		Increase public reassurance during night-time economy and improve safeguarding responses for those in need. Reduce crime and the fear of crime
International Links Assistant post	KA20	Ian Brooke	30,000	11,500		11,500	11,500		International Links Assistant post - funded for 12 months and only filled for 7 months of current year, carry forward to fund for remaining 5 months of term
Grants Budget		Ian Brooke		15,000	15,000				Additional grant budget to align the with expenditure agreed
			<u>30,000</u>	<u>66,500</u>	<u>55,000</u>	<u>11,500</u>	<u>51,500</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**

**S03 - Business Improvement**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Training	CD41 A0622	Michelle Iddon	30,000	20,000		20,000	20,000		ICT restructure has meant courses for technical skills were not able to be delivered in 17/18. Training to include ITIL, Prince 2, Management Development and specialist systems
Apprenticeship Cohorts	DP11	Chris Harvey	281,000	91,000		91,000	91,000		Cohorts run outside of Financial Years, therefore balance needs to be carried forward to run through to the end of the current cohort in Sept 2018
IKEN Upgrade	DA70 D3513	Sue Brown/Rocco Laberlatte	1,795,000	50,000		50,000	50,000		To upgrade the existing IKEN (Law & Governance) software case management system to the latest version and render it compatible with Windows 10 and the new end-user device rollout project
			<u>2,106,000</u>	<u>161,000</u>	<u>0</u>	<u>161,000</u>	<u>161,000</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**

**S34 - Law & Governance**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Staff Training	KS02 A0636	Anita Bradley	11,380	4,000		4,000	4,000		Enhanced training programme to reflect needs identified at the Service Away Day and organisational priorities resulting in the upskilling of staff
			<u>11,380</u>	<u>4,000</u>	<u>0</u>	<u>4,000</u>	<u>4,000</u>		



**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**  
**Welfare Reform**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Committed / Uncommitted	Reason for Request
			£	£	£	£	£		
Home Choice Pilot Project (Rent Guarantee & Coaching model)	CB55	Paul Wilding	129,143	63,676	63,676		63,676		this projects seeks to provide a new model for the Council in placing families at risk of homelessness into the private rented sector. This will be achieved by topping up the rent of those placed in the private rented sector.
Universal Credit - Emergeny Hardship Scheme	CD69	Paul Wilding	50,000	49,478		49,478	49,478		The changes that have been made in 2018/19 to the Council Tax Reduction scheme are to make admin more efficient however ther ewill inevitably be some situations where individuals are caused hardship as a result of these changes, and as such it would be prudent to make funding available to cover request for discretionary assistance in such circumstances
			<u>179,143</u>	<u>113,154</u>	<u>63,676</u>	<u>49,478</u>	<u>113,154</u>		

**SUMMARY OF CARRY FORWARD REQUESTS 2017/18**  
**S24 - HRA**

Description	Code	Submitted By	Original Budget	Amount Requested	New Scheme	Slipped Scheme	Total	Reason for Request
			£	£	£	£	£	
Barton Regeneration	MD95D3401	Stephen Clarke		40,000		40,000	40,000	This project is funded by HCA grant and the project is ongoing in 2018/19
Blackbird Leys Regeneration	MD95D3417	Stephen Clarke		44,710		44,710	44,710	This project is funded by HCA grant and the project is ongoing in 2018/19
Rents Collection Performance Improvement	MM41A0101 /D3501	Stephen Clarke		80,000		80,000	80,000	Additional temporary resources in 2018/19 to improve the rent collection performance and get the team back on track to hitting their targets
Sheltered schemes - renewal of furniture	MD31D3001	Stephen Clarke		18,754		18,754	18,754	Following inspections of the communal lounge furniture provided for the use of residents living in the sheltered schemes there is a need to replace broken and worn furniture and furnishings. Office furniture also requires updating to comply with work station requirements
164 Tenancy Management Support	MC11D3511	Stephen Clarke		196,146		196,146	196,146	Revenue contribution towards the implementation of the new Housing and Asset Management System - Aaeron
Internal/External common areas	NE20B1227	Stephen Clarke		45,000		45,000	45,000	Fire risk assessments and further asbestos analysis works are required and delays have been incurred in the current year
Tenancy Management Support - additional resources		Stephen Clarke		70,000	70,000		70,000	Provide some temporary resources in the Tenancy Management Team, who have a number of staffing issues including dealing with some long term sickness and, consequently these temporary resources will enable the team to operate more effectively and efficiently than recently experienced.
			<b>0</b>	<b>494,610</b>	<b>70,000</b>	<b>424,610</b>	<b>494,610</b>	

**To:** Council  
**Date:** 23<sup>rd</sup> July 2018  
**Report of:** Head of Law and Governance  
**Title of Report:** Scheme of Delegation and Amendment to Proper Officer Designations

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	Council is asked to reaffirm its scheme of delegation and also to approve an amendment to the Proper Officer designations.
<b>Key decision:</b>	No
<b>Corporate Priority:</b>	Not applicable
<b>Policy Framework:</b>	Not applicable
<b>Recommendation(s): That the Committee resolves to:</b>	
1. Approve the Council's scheme of delegation as set out in Part 5 of the Constitution with the minor addition to the Proper Officer designations set out in this report.	

## Constitution

1. Each year the Council is asked to reaffirm its scheme of delegation as set out in Part 5 of the Constitution. This year the Council is asked to reaffirm the scheme and also to approve an amendment to the Proper Officer designations.
2. The Council's Constitution (Part 10) provides that Heads of Service are designated as the Proper Officer (the person in whose name documents must be issued) for the signing of "notices, orders and other documents which the Council is required or authorised to issue by or under any enactment".
3. To reflect the changes effected by the creation of Oxford Direct Services Limited ("the company") it is necessary to regularise the designation of Proper Officer for the Council functions that will be contracted out to the company.
4. Council is recommended to approve the following addition to Part 10:-

Local Government  
Act 1972 Section 234

Signing notices, orders and  
other documents which the  
Council is required or authorised  
to issue by or under any  
enactment

All Heads of Service. The  
Head of Housing will be  
the Proper Officer for all  
Council functions carried  
out by Oxford Direct  
Services Ltd in  
performance of the role  
Council Representative  
(Oxford Direct Services)

Highways Act 1980

Signing notices, orders and  
other documents which the  
Council is required or authorised  
to issue in relation to all work  
contracted out to Oxford Direct  
Services Limited

Highways Client Manager

### **Financial implications**

5. There are no financial implications arising from the report.

### **Legal issues**

6. There are no legal implications arising from the report.

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**Background Papers:** None

## Minutes of a meeting of the CITY EXECUTIVE BOARD on Wednesday 13 June 2018

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### Committee members:

Councillor Brown (Chair)	Councillor Smith
Councillor Turner	Councillor Chapman
Councillor Clarkson	Councillor Hayes
Councillor Hollingsworth	Councillor Rowley

### Officers:

Gordon Mitchell, Chief Executive  
Nigel Kennedy, Head of Financial Services  
Anita Bradley, Monitoring Officer  
Adrian Arnold, Development Management Service Manager  
Paul Wilding, Programme Manager Revenue & Benefits  
Frances Evans, Strategy & Service Development Manager  
Lucy Cherry, Leisure and Performance Manager  
Hagan Lewisman, Active Communities Manager  
John Mitchell, Committee and Member Services Officer

### Also present:

Councillor Andrew Gant, Liberal Democrat Group Leader, Liberal Democrat shadow member for Corporate Strategy & Economic Development, Customer and Corporate Services, Liberal Democrat Group Leader  
Mark Munday, Fusion Divisional Business Manager

### Apologies:

Councillors Tidball and Upton sent apologies.

### 18. Declarations of Interest

None.

### 19. Addresses and Questions by Members of the Public

None.

### 20. Councillors Addresses on any item for decision on the Board's agenda

None.

### 21. Councillor Addresses on Neighbourhood Issues

None.

## **22. Items raised by Board Members**

None.

## **23. Scrutiny Committee Reports**

The Scrutiny Committee, at its meeting on 05 June, considered reports on Fusion Lifestyle's Annual Service Plan; Safeguarding Annual Report; and the Modern Slavery Act Transparency Statement (items 8, 12 and 13 of the agenda) and had submitted its views to the City Executive Board for consideration.

Councillor Gant, as Chair of the Scrutiny Committee, spoke to the Committee's reports.

He thanked the Board for their responses to the Committee's recommendations for which he was grateful.

### Fusion Lifestyle

The Committee had had a thorough discussion about the Fusion Lifestyle report and had been exercised about the fall in visitor numbers and was concerned lest the pressures described only served to drive the numbers down still further. While the Board's response was welcome, he would urge that the action plan to raise numbers was robustly monitored. In particular, the Committee would want to monitor performance against the target of a 3% increase in visitor numbers. The Committee is pleased that consideration will be given to including Fusion Lifestyle indicators on the Council's quarterly performance report. The ambition, via a marketing campaign, to promote swimming opportunities for under 17s, older people and members of the BAME community was very welcome and something which the Committee regarded as very important.

### Safeguarding

The response to the recommendation was positive. Notably the new data gathered on the reach of safeguarding work will be included in the following year's Safeguarding Annual Report for Scrutiny.

### Modern Slavery

The recommendation had been agreed.

## **24. Fusion Lifestyle's 2018/19 Annual Service Plan**

The Head of Community Services had submitted a report to provide an overarching performance report for the City's contract with Fusion Lifestyle (2017/18).

Councillor Smith introduced the report. The fall in visitor numbers was regrettable and a major part of the Annual Service Plan sought to address that decline. She reminded the Board of the context of the decline which included: being squeezed by increasing numbers of budget gyms on the one hand and some private high quality ones on the other; increasing number of residents taking advantage of opportunities to exercise in parks, open spaces and community centres and events organised by third parties. Oxford was, pleasingly, considered to be one of the countries 'fittest' cities. Residents were able to take advantage of community use provision of the facilities at the Oxford Spires Academy and the Universities' facilities. The Youth Ambition team delivers

activities for young people as does the national award winning in-house Sports and Physical Activity team for all members of the community.

The Bonus concessionary fees and charges offered by the Council (in partnership with Fusion Lifestyle) is generous when compared with other providers. The Council continues to fund free swimming sessions for under 17s and ensures payment of the Oxford Living Wage. All were to be commended.

There was a commitment to reviewing access for those with disabilities and the feasibility for childcare at the Ferry Leisure Centre was being explored.

With reference to the Scrutiny Committee recommendations, there was no reason to be anything less than ambitious in relation to future visitor numbers; more detail about the Annual Service Plan could be shared over the course of the year and it was indeed important to ensure that the proposal for a marketing campaign was followed through.

The Active Communities Manager confirmed that the local market was exceptionally competitive (there were, for example, 15 other health and fitness competitors in the City and immediate surrounding areas). It was important to remember the decreasing costs of the contract to the Council. In 2008/09 it cost the Council c.£2m to deliver leisure services, this is now c.£100k when taking account of Oxford Living Wage, free swimming schemes and utility adjustment elements .

It was noted that visitor numbers had risen significantly at the start of the contract, plateaued and were now, as reported, falling. The Leisure and Performance Manager explained that early improvement could be largely attributed to significant Council investment at the start of the contract enabling a wider activity offer across all facilities, improved quality, as well as the development of the new Competition Standard Pool at Leys Pools and Leisure Centre

The Divisional Business Manager explained that the data cleansing, obliquely referred to in the report, had been a means of re-calibrating the data from time to time to ensure that, as far as possible, like for like comparisons were being made. Customer feedback was gathered in a variety of ways which included: e-mailing customers and a survey of c.200 users per centre; National Benchmarking Surveys; mystery visits as part of the UK quality award Scheme for leisure (QUEST); and biennial non-user surveys. Feedback informed the Annual Service Plan.

While it was recognised that some factors were outside Fusion Lifestyle's control, the Divisional Business Manager also recognised that there were matters which were within its control. In relation to maintenance issues, for example, it was inevitable that as the buildings aged so the number of reactive tasks increased. Overall however he was confident that the measures in place would result in improved performance.

The City Executive Board resolved to:

1. **Note** the national and local context of the leisure market;
2. **Note** the overarching performance dashboard for 2017/18; and
3. **Endorse** the Fusion Lifestyle Annual Service Plan as recommend by the Leisure Partnership Board.

## 25. Local Development Scheme 2018-2021

The Head of Planning, Sustainable Development and Regulatory Services had submitted a report to approve the updated programme for the preparation of documents that will form the City Council's Local Plan.

Councillor Hollingsworth introduced the report. He drew particular attention to paragraph 5 of the report which set out the revised timetable for production of the Oxford Local Plan which was intended to give sufficient time for it to take account of the Government's revised National Planning Policy Framework, publication of which was expected in July.

The City Executive Board resolved to:

**Approve** the Oxford Local Development Scheme 2018-21.

## 26. Extension of Home Choice Pilot

The Head of Housing Services had submitted a report to provide a review of the first year of the Home Choice pilot and to approve, in principle, the extension of the pilot to March 2019.

Councillor Smith spoke to the report. The Home Choice scheme, introduced in 2003, sought to reduce homelessness. Demand for it was increasing as private rents rise and changes to Government policy put more pressure on individuals and families. The Home Choice Pilot was introduced in 2016 to deal with the inequality in approach to private sector tenants outlined in the report. Thought needed to be given to making the scheme sustainable, hence the recommendation for a review and a further report to the CEB in the Autumn.

Councillor Rowley said the scheme did not provide an answer to the challenges posed by the costs of the private rented sector but it had helped a great many people and it should, at the very least, continue for a further year.

The Revenues and Benefits Programme Manager reminded the Board that the scheme was but part of a range of strategies to deal with the problem of homelessness. The scheme was attractive to landlords and increased the number of potential properties for those in need, a group for whom little else was available. Other Local Authorities had expressed interest in the scheme.

The City Executive Board resolved to:

1. **Approve** in principle, the extension of the Home Choice pilot until March 2019; and
2. **Instruct** the Head of Housing to undertake a further review of the pilot later this year, and report the findings to CEB in October 2018.



## **27. Tenancy Strategy and Tenancy Policy 2018-2023**

The Head of Housing Services had submitted a report to request the City Executive Board to recommend to Council approval of the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices) following a 4 week period of public consultation.

Councillor Rowley introduced the report. A pre-consultation version of the strategy had been to the March meeting of the CEB. He wished to draw the Board's attention to just two points. The anticipated Government guidance on the mandatory use of Flexible Fixed Term Tenancies had yet to be published. It was therefore proposed that the Council should continue to issue introductory 12 month tenancies for new Council tenants. The consultation had indicated support that it was reasonable for rents to be based on a percentage of household income, an approach which would have implications for the Council's Housing Company.

The Strategy and Service Development Manager noted that Appendix C of the Strategy (Oxford City Context) would be reviewed and updated annually.

The Chair thanked all those who had contributed to this valuable piece of work.

The City Executive Board resolved to:

1. **Note** the amendments made to the draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices) in response to feedback from public consultation; and
2. **Recommend** to Council, approval of the amended Draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices).

## **28. Oxford City Council Safeguarding Report 2017/18**

The Assistant Chief Executive had submitted a report on the progress made on the Oxford City Council's Safeguarding Action Plan 2017/18.

Councillor Hayes introduced the report in the absence of Cllr Tidball. The report provided a very comprehensive picture of the Council's position in relation to safeguarding. He drew the Board's particular attention to three matters: the rigorous audit of the Council's procedure (via the Oxfordshire Safeguarding Children Board and the Oxfordshire Safeguarding Adults Board) resulting in 8 out of 10 indicators being the best possible; imminent implementation of "My Concern", a central reporting system for safeguarding concerns; and awareness training having been delivered to about 400 staff.

The Chair thanked all those involved for a thorough report about a very important area of work.

The Monitoring Officer noted that the reference in Appendix 3 to the Data Protection Act should be to the Data Protection Act **2018**.

The City Executive Board resolved to:

1. **Note** the key achievements of the Safeguarding work delivered through Oxford City Council during 2017/18;
2. **Agree** the Safeguarding Action Plan 2018/19 set out in Appendix 1; and
3. **Approve** Oxford City Council's safeguarding policy updated April 2018 subject to the correction noted above.

## **29. Modern Slavery Act – Transparency Statement 2017-2018**

The Assistant Chief Executive had submitted a report to approve the Modern Slavery Act – Transparency Statement for 2017 – 2018.

Councillor Hayes introduced the report. The statement makes clear that the Council is compliant with the requirements of the Modern Slavery Act 2015. As a result of the Scrutiny Committee consideration (see above), the interconnection with the Council's wholly owned companies and their own statements will be referenced.

The Council undertook a significant amount of work to support a wide range of people at the risk of exploitation. He drew attention to recent research by the University of Buckingham which suggested that every £1 spent in providing early support for vulnerable people could save up to £3.35 that might otherwise be spent in support and assistance at a later date.

The City Executive Board resolved to:

1. **Approve** the Modern Slavery Act Transparency Statement 2017-2018; and
2. **Delegate** the approval and publication of modern slavery transparency statement to the Assistant Chief Executive in consultation with the relevant Portfolio Holder.

## **30. Q4 2017/18 Integrated Report**

The Head of Financial Services and Head of Business Improvement had submitted a report to update Members on Finance, Risk and Performance as at the end of the financial year.

Councillor Turner introduced the report. The overall financial position remained favourable with expenditure on target and a slight increase in the anticipated surplus. There was favourable variance in both the Housing Revenue Account and the Capital Programme. In relation to Performance Management the overall picture was positive with twelve of the sixteen corporate performance measures delivered as planned and four falling short (of which one was the number of visitors to the Council's leisure centres, see above). Of the new scheme requests, £200k for City Centre Improvements was recognised as important (and chimed with a previous recommendation from Scrutiny Committee).

Councillor Chapman, in his role as Board Member for Customer Focused Services, was pleased to note the favourable variance of Direct Services and looked forward to their continued positive performance.

The City Executive Board resolved to:

1. **Note** the financial outturn and performance of the Council for the year 2017/18 and also the position on risks outstanding as at 31st March 2018;
2. **Agree** the carry forward requests in respect of the General Fund and recommend to Council the establishment of budgetary provision of £364k in respect of the new bids shown in paragraph 6 and Appendix D;
3. **Agree** the additional transfer to the General Fund Capital Financing Reserve of £533k detailed in paragraph 2 a;
4. **Agree** the carry forward requests outlined in paragraph 16 to 19 in respect of the HRA as detailed in Appendix D and recommend to Council the establishment of budgetary provision of £70k in respect of the new bids;
5. **Agree** the additional transfer to the HRA Contributions to HRA Projects Reserve of £0.550 million detailed in paragraph 2 (c);
6. **Note** the underspend against the latest budget on the Capital Programme of £636k detailed in appendix B, the funding for which will be returned to Capital Financing Resources; and
7. **Agree** to allow the roll forward of all CIL related allocations, totalling £130k in 2018/19, detailed in paragraph 9.

### **31. Clarification of Council Tax Reduction Scheme**

The Head of Financial Services had submitted a report to clarify the operation of the new Council Tax Reduction Scheme for recipients of Universal Credit.

The Leader introduced the report. The report was simply to clarify the intended purpose of the report agreed by the Council on 29 January. The scheme will be subject to ongoing review and proposals for a consultation will come to the CEB in September. Of concern are the cumulative consequences for those who are self-employed and particular steps will be taken to engage with that group of people.

The City Executive Board resolved to:

1. **Note** the clarification of the Council Tax Reduction Scheme;
2. **Approve** a notice of clarification of the Council Tax Reduction Scheme to be published on the Council website; and
3. **Instruct** the Head of Financial Services to ensure that all applications for Council Tax Reduction, for the financial year 2018/19, are calculated in accordance with the original intentions of Council.

### **32. Appointment to Outside Bodies 2018/19**

The Head of Law and Governance had submitted a report to agree appointments to charities, trusts, community associations and other organisations for the 2018/19 Council Year.

The Leader introduced the report. The nominations provided were agreed subject to the following changes:

- Risinghurst Community Centre - Removal of Councillor Roz Smith from the list. A replacement to be agreed in discussion with Councillor Tidball and the Monitoring Officer;
- City of Oxford Charity – Addition of Councillor Altaf-Khan to the Liberal Democrat post; and
- Headington Parish Charity – Following the resignation of Councillor Wilkinson, agreed that a replacement should not be sought until after the forthcoming by-election.

The City Executive Board resolved to:

1. **Approve** appointments to charities, trusts, community associations and other organisations as shown in Appendices 1A – 1E, subject to the changes mentioned above.
2. **Note** the guidance for appointees as detailed in Appendix 2;
3. **Agree** to adopt the draft categories for appointments to outside bodies as detailed in the report at paragraphs 7 - 8; and
4. **Agree** to remove EMBS Community College, District Council's Network Association and the LGA General Assembly from the list of charities, trusts, community associations and other organisations as detailed at paragraph 14 of the report.

### **33. Response to consultation on the planning application for the Oxford Flood Alleviation Scheme (OFAS)**

The Head of Planning, Sustainable Development & Regulatory Services had submitted a report to consider the City Council's response to Oxfordshire County Council which is determining the planning application for the Oxford Flood Alleviation Scheme.

Councillor Hollingsworth introduced the report. A scheme of this size inevitably raised a number of issues and concerns, mitigation for which is sought in the proposed response. Given the areas affected by the scheme, hydrology was, inevitably of particular concern. There was a need, for example, to ensure that adjoining meadows/wet lands were not adversely affected. The need to remove some trees could be mitigated to some degree by new planting which could perhaps extend to the provision of Black Poplars, an endangered species. The recognition of the need to protect aspects of heritage and urban design were very welcome.

The Development Management Service Manager said there had been good communication with the applicant and the County. The reports appendices contained a great deal of technical detail but he drew particular attention to the importance of addressing matters to do with air quality, archaeology, hydrology, traffic movement (with particular reference to construction vehicles) and the consequences of the scheme for the Council's Park and Ride provision. There would be close monitoring of the project once underway to ensure that the agreed mitigations were being implemented and having the desired effect.

The Chair welcomed this detailed report for scheme that was important both for the City and further afield and thanked all those who had contributed to it .

The City Executive Board resolved to:

1. **Note** the contents of the Council's response to the consultation; and
2. **Endorse** the Council's response to the consultation

### **34. Minutes**

The Board resolved to APPROVE the minutes of the meeting held on 22 May 2018 as a true and accurate record.

### **35. Dates of Future Meetings**

Meetings are scheduled for the following dates:

- 11 July 2018
- 14 August 2018
- 18 September 2018
- 16 October 2018
- 14 November 2018
- 18 December 2018

All meetings start at 5pm.

### **36. Matters Exempt from Publication**

No matters were considered in confidential session.

**The meeting started at 5.00 pm and ended at 6.15 pm**

Chair .....

**Date: Wednesday 11 July 2018**

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## Minutes of a meeting of the CITY EXECUTIVE BOARD on Tuesday 22 May 2018

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### Committee members:

Councillor Brown (Chair)	Councillor Chapman
Councillor Clarkson	Councillor Hayes
Councillor Hollingsworth	Councillor Rowley
Councillor Smith (Deputy Leader)	Councillor Tidball
Councillor Turner	Councillor Upton

### Officers:

Gordon Mitchell, Chief Executive  
Tim Sadler, Executive Director Sustainable City  
Caroline Green, Assistant Chief Executive  
Nigel Kennedy, Head of Financial Services  
Anita Bradley, Monitoring Officer  
Andrew Brown, Committee Services Manager  
Paul Wilding, Programme Manager Revenue & Benefits  
John Mitchell, Committee and Member Services Officer

### Apologies:

None.

### 6. Declarations of Interest

Cllr Upton declared a pecuniary interest in relation to item 9 on the agenda, having shares in Low Carbon Hub IPS.

### 7. Addresses and Questions by Members of the Public

None.

### 8. Councillor Addresses on any item for decision on the Board's agenda

None.

### 9. Councillor Addresses on Neighbourhood Issues

None.

### 10. Items raised by Board Members

None.

## 11. Scrutiny Committee Reports

In the unavoidable absence of the Chair and Vice Chair of the Scrutiny Committee and the Scrutiny Officer the two Scrutiny reports were introduced by the Committee and Member Services Manager.

### Discretionary Housing Payments Policy

This was a matter which had previously been considered by the Committee, most recently in October 2017 and November 2016. The Committee had noted that there were considerable fluctuations in the level of grant funding and that the Council had the power to top up the money available for this purpose if it wished. Notwithstanding the existence of the hardship fund to assist those affected by the introduction of Universal Credit, the Committee wished to recommend that the Board give consideration to topping up the Discretionary Housing Payment (DHP) grant provided by the government for the reasons outlined in the report.

The Board's response to the Committee's recommendations was given at that item on the agenda (see below).

### Oxford Town Hall

The Committee had commissioned a report to look at how the Town Hall was being promoted and, in considering this, the report touched on the issue of accessibility to it. The Committee's consideration of the report had concluded with three recommendations relating to: a review of charges made for the use of certain facilities (e.g. voice enhancers); the assembly of data about town hall use, including by different groups and community organisations; and the need for further work to make the key public areas of the Town Hall equally accessible for all users.

The Chair apologised for the fact that neither she nor Cllr Tidball had been able to attend the Committee meeting at which it had been discussed as they had been attending compulsory planning training. It was regrettable that neither of them had had the opportunity for an earlier sight of the report, not least because of Cllr Tidball's considerable previous involvement with matters of access in relation to the Town Hall. Rather than responding in detail now to all of the Committee's recommendations it would be preferable for the Chair and Cllr Tidball to return to the Board at a future date with a report to address the matters raised.

Cllr Tidball supported some of the principles set out in the report, such as the desirability of collecting good data about the use of the Town Hall to inform strategies to increase inclusivity and accessibility. Some matters needed finessing. In relation to charging, for example, it would be appropriate distinguish different types of event such as music and conference events and to charge for voice enhancers to be used as a conferencing system, but not for their use as a hearing loop facility. The audit undertaken of Town Hall accessibility was very comprehensive and, once signed off, would be central to future decisions about these matters.



The City Executive Board resolved to:

**Accept** recommendations 1 and 2 of the Scrutiny Committee's report, subject to the recognition of the fact that charging is appropriate in some circumstances; and

**Agree** that the Chair and Cllr Tidball should bring a further report to the Board in due course.

## **12. Clean Bus Technology Retrofit Scheme**

The Executive Director, Sustainable City, had submitted a report which sought project approval to retrofit buses in Oxford with emissions reduction equipment, in the interest of improving air quality, following an award of £1,662,930 from the Joint Air Quality Unit, DEFRA.

Cllr Hayes introduced the report. It was pleasing that the Council had been able to take advantage of the opportunity to access central government funding for the benefit of the City and its residents. The award of the funding and the resultant scheme should properly be regarded as a great success. Air pollution was a matter of great concern and any significant contribution to mitigating its harmful effects were to be welcomed. He paid tribute to the work of officers in bringing the scheme to fruition. The report's recommendations were agreed subject to the addition of the Board Member for Safer, Greener Environment as a consultee in recommendation 2.

The City Executive Board resolved to:

1. **Grant** project approval for the bus retrofit programme outlined in this report; and
2. **Delegate** to the Executive Director of Sustainable City, in consultation with the: Board Member for Safer, Greener, Environment; Monitoring Officer and Section 151 officer, the authority within the funding envelope provided by the Council to enter into appropriate agreements with :
  - a) the Council's bid partners; and
  - b) third parties required to deliver the project subject to their being selected under an appropriate procurement process.

## **13. Extension of Loan to Low Carbon Hub IPS**

Cllr Upton left the room.

The Head of Financial Services had submitted a report to request that the City Executive Board approves the extension of a loan facility to the Low Carbon Hub.

Cllr Turner introduced the report. The work of the Hub was to be commended, and the project was proceeding well. Repayments, with the agreed interest, were all being made as agreed. The project continued to represent good value for residents and the Council alike.

The Chief Financial Officer confirmed that the project offered good security and, having undertaken due diligence on the financial standing of the Hub, had no hesitation in commending the report's recommendations to the Board.

The City Executive Board resolved to:

1. **Approve** an extension of the availability period of the Council's current loan agreement with the Low Carbon Hub, so that the remaining £1.3m of outstanding loans are repayable by the Low Carbon Hub by 29 March 2019, on similar terms as those applying to the existing loan facility; and
2. **Agree** that a supplemental agreement be entered into with the Low Carbon Hub setting out the terms of this loan extension period.

#### **14. Review of Discretionary Housing Payment policy**

Cllr Upton returned to the room.

The Head of Financial Services had submitted a report to seek the City Executive Board's approval to amend the current Discretionary Housing Payment policy and to note the trends in expenditure detailed in the report.

The Chair introduced the report, reminding those present this was the annual review of the Council's approach to the use of Discretionary Housing Payments (DHP).

The Revenues and Benefits Programme Manager noted that this was the first time since 2013 (when the current policy had been introduced) that there had been little need to make significant changes to the policy.

With regard to the Scrutiny Committee's recommendation, the Chair understood why it sought to top up the DHP fund. This aspiration did not, however, take account of the fact that it was hard to predict where the need for support would occur next and DHPs were, by their nature, very narrowly targeted. The hardship fund could, on the other hand, be deployed more flexibly and, critically, before families and individuals could even be considered for a DHP. If an increase in funding was needed to support vulnerable families, then it would be preferable for the hardship fund to be topped up rather than the DHP fund. It was noted that changes in DHP grant funding from year to year had reflected changes to the benefits regime at a national level. While the Council's grant funding had been reduced for 2018/19, no new demand was expected to arise from benefit changes.

Concern was expressed that the Scrutiny Report appeared to suggest that the agreed DHP policy criteria were being applied with varying degrees of consistency as a direct response to (and to ameliorate the consequences of) varying levels of funding. This was patently not the case and, for the avoidance of doubt, the record should be corrected. To that end, the Scrutiny Committee should be asked to make this clear in its next minutes.

In discussion it became clear that while the priorities for the allocation of DHPs had been fine-tuned from year to year to target those with the greatest need (e.g. families

prioritised over single people) the policy at a particular time had always been applied consistently. In practice, no one who needed access to the fund had been denied it.

Cllr Tidball said that representations would be made to the Government about a number of groups for whom additional help seemed likely to be needed. These included those for whom Universal Credit payments were delayed; young people as they reach the age of 20 and are in certain categories of education and or have special educational needs or a disability; and those discharged from hospital or prison. In the absence of a satisfactory national response additional local support may be necessary.

The City Executive Board resolved to:

**Approve** the amendments to the current Discretionary Housing Payment policy and to note the trends in expenditure detailed in the report.

## **15. Regulation of Investigatory Powers Act 2000 Use of Surveillance Powers and Amended Procedure Document**

The Head of Law & Governance had submitted a report to note the Council's use of the investigatory powers for the year 2017/18 and to approve the Council's amended policy and procedure document.

The Chair introduced the report which merely confirmed that the Council had not used the powers available to it under the Regulation of Investigatory Powers Act 2000 in the year 2017/18 and that an Investigatory Powers Commissioner's Office Inspection Report had been provided by His Honour Brian Barker CBE QC ( Assistant Surveillance Commissioner) in October 2017 which recommended a number of amendments to the Council's RIPA Policy and Procedure.

The Monitoring Officer outlined the Assistant Surveillance Commissioner's recommendations with regard to amendments to the RIPA Policy and Procedure and the need for an updated training programme for all Authorising and relevant officers.

In relation to the Policy and Procedure accompanying the report, the Monitoring Officer drew attention to a typographical error in the heading of section 3 and noted that the Council's authorising officers detailed in section 4.2 should include the Executive Director for the Sustainable City rather than the Executive Director for Community Services.

Subject to those corrections the City Executive Board resolved to:

1. **Note** the Council's non use of the investigatory powers for the year 2017/18;
2. **Agree** that there was no longer need for annual reports to full Council about the use of Regulatory of Investigatory powers in any year when the powers have not been utilised; and
3. **Adopt** the Council's RIPA Policy and Procedure as amended.

**16. Minutes**

The City Executive Board resolved to:

**Note** the minutes of the meetings held on 17 April 2018 and 15 May 2018 as true and accurate records of those meetings.

**17. Dates of Future Meetings**

Meetings are scheduled for the following dates:

- 13 June 2018
- 11 July 2018
- 14 August 2018
- 18 September 2018
- 16 October 2018
- 14 November 2018
- 18 December 2018

All meetings start at 5pm.

**18. Matters Exempt from Publication**

No matters were considered in confidential session.

**The meeting started at 5.00 pm and ended at 6.00 pm**

Chair .....

**Date: Wednesday 13 June 2018**

## Minutes of a meeting of the CITY EXECUTIVE BOARD on Tuesday 15 May 2018

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### Committee members:

Councillor Brown (Chair)

Councillor Rowley

Councillor Tidball

Councillor Chapman

Councillor Hollingsworth

Councillor Smith (Deputy Leader)

Councillor Turner

Councillor Clarkson

### Officers:

Nigel Kennedy, Head of Financial Services

Anita Bradley, Monitoring Officer

Ian Brooke, Head of Community Services

John Mitchell, Committee and Member Services Officer

### Apologies:

Councillors Hayes and Upton sent apologies.

### 1. Declarations of Interest

None.

### 2. Addresses and Questions by Members of the Public on the item on the agenda

None.

### 3. Councillor Addresses on the item on the agenda

None.

### 4. Loan Guarantee re Oxford Harlequins Rugby Football Club.

The Head of Financial Services and Head of Community Services had submitted a report to consider a loan guarantee to the Rugby Football Union in respect of a £100k loan to Oxford Harlequins Rugby Football Club.

Cllr Smith introduced the report. A visit to the Oxford Harlequins Rugby Club in the previous year had shown that the facilities weren't fit for the 21<sup>st</sup> century; she was pleased that the improvements described in the report, made in partnership with others, would make a significant improvement to them. The timing of this additional meeting of the City Executive Board would enable the refurbishment of the club's changing rooms to be complete by the beginning of the next rugby season.

The Head of Financial Services said that detailed discussion with the club about the terms of a loan guarantee were progressing. He was confident of reaching an

agreement which could be acceptable to both him and the Executive Director for the Sustainable City. On the basis of progress to date he had no hesitation in commending the report's recommendations to the Board.

In discussion it was noted that if, at some point, the club failed, the asset of the grounds and facilities would revert to the Council. It was also noted that support for the guarantee was considered appropriate because it was in relation to a council asset.

The City Executive Board resolved to:

**Make a recommendation** to Council to provide a loan guarantee to the Rugby Football Union in respect of a loan of up to £100k to Oxford Harlequins Rugby Football Club for funding improvements to changing room facilities at Horspath Athletic Grounds, on terms agreed in advance by both the Council's Head of Financial Services and the Executive Director for Sustainable City.

**5. Dates of Future Meetings**

**The meeting started at 3.00 pm and ended at 3.20 pm**

**Chair .....**

**Date: Tuesday 22 May 2018**

## Minutes of a meeting of the CITY EXECUTIVE BOARD on Wednesday 11 July 2018

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### Committee members:

Councillor Brown (Chair)

Councillor Chapman

Councillor Rowley

Councillor Upton

Councillor Linda Smith (Deputy Leader)

Councillor Hollingsworth

Councillor Tidball

### Officers:

Gordon Mitchell, Chief Executive

Tim Sadler, Executive Director Sustainable City

Ian Brooke, Head of Community Services

Lindsay Cane, Legal Services Manager

Nigel Kennedy, Head of Financial Services

John Mitchell, Committee and Member Services Officer

### Also present:

Councillor Andrew Gant

### Apologies:

Councillors Turner and Hayes sent apologies.

### 35. Declarations of Interest

None.

### 36. Addresses and Questions by Members of the Public

None.

### 37. Councillor Addresses on any item for decision on the Board's agenda

None.

### 38. Councillor Addresses on Neighbourhood Issues

Councillor Gant spoke to this item. He had become aware that the Chair had recently accepted the opportunity to be briefed on the Northern Gateway project by the developers. He thought it would have been helpful for that opportunity to have been available to the rest of the Board and those Ward Members affected by the project.

The Chair explained that the invitation had come at very short notice and it had not been practicable to involve others. She noted that this had come prior to a public

consultation which was due to start very soon and which would give all those with an interest the opportunity to contribute.

### **39. Items raised by Board Members**

None.

### **40. Scrutiny Committee Reports**

The Scrutiny Committee met on 03 July. No reports were due to come to this meeting of the City Executive Board as a direct result of that meeting. Cllr Gant, as Chair of Scrutiny Committee, was however able to report on the establishment by Scrutiny Committee of two review groups on “No Local Connection” (in the context of homelessness) and “Tourism Management.”

### **41. Children and young people's strategy**

The Head of Community Services had submitted a report to request that the City Executive Board approve the Children & Young People’s Strategy (2018-2022) which had been updated following consultation.

Cllr Tidball introduced this item, reminding members of the Board that they had seen the previous pre-consultation iteration of the strategy. The consultation had been very effective, elicited over a hundred responses, the majority of which had been from representative organisations, which had, in turn, helped to shape and improve the strategy.

She was pleased to note that the Children’s Trust regarded the strategy as an example of good practice and it would be cited in its revised Children and Young People’s Plan.

The Head of Community Services drew attention to paragraph 14 of the report which summarised common themes flowing from the consultation which included: making the strategy accessible to a wider audience; the need to work effectively in partnership; increased clarity on roles and responsibilities; increased focus on those with disabilities; and an increased focus on mental health.

The Chair thanked all those who had contributed to this important piece of work. She encouraged Board members to take every opportunity to celebrate and promote the wide range of support and activities provided by the City Council for children and young people.

The City Executive Board resolved to:

**Adopt** the Children & Young People’s Strategy.

### **42. Minutes**

The City Executive Board resolved to approve the minutes of the meeting held on 13 June 2018 as a true and accurate record.



### **43. Dates of Future Meetings**

Meetings are scheduled for the following dates:

- 14 August 2018
- 18 September 2018
- 16 October 2018
- 14 November 2018
- 18 December 2018

All meetings start at 5pm.

### **44. Matters Exempt from Publication**

No matters were considered in confidential session.

**The meeting started at 5.00 pm and ended at 5.15 pm**

Chair .....

**Date: Tuesday 14 August 2018**

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**To:** Council  
**Date:** 23 July 2018  
**Report of:** Assistant Chief Executive  
**Title of Report:** Oxfordshire Health and Well-being Board Partnership Report

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To provide the annual report on the work of the Oxfordshire Health and Wellbeing Board and to update on its recent review
<b>Key decision:</b>	No
<b>Executive Board Member with responsibility:</b>	Cllr Louise Upton. Healthy Oxford
<b>Corporate Priority:</b>	Strong and Active Communities
<b>Policy Framework:</b>	No
<b>Recommendation(s): That the Committee resolves to:</b>	
1. Note the receipt of the report	

<b>Appendices</b>	
Appendix 1	Oxford City Council Response to Health and Wellbeing Board Consultation.
Appendix 2	Health and Wellbeing Board membership
Appendix 3	Health Inequalities Commissioning Group update Report
Appendix 4	Summary of work health improvement board 17/18

## 1 Introduction

- 1.1 Health and wellbeing boards were established under the Health and Social Care Act 2012 to act as a forum in which key leaders from the local health and care system could work together to improve the health and wellbeing of their local population. They became fully operational on 1 April 2013 in all 152 local authorities with adult social care and public health responsibilities.

- 1.2 The Oxfordshire Health and Wellbeing Board is a partnership between local government, the NHS and the people of Oxfordshire. It includes local GPs, councillors, Healthwatch Oxfordshire, and senior local government officers. The board provides strategic leadership for health and wellbeing across the county and ensures that plans are in place and action is taken to realise those plans. The City Council have been an active member of the board since its inception in 2013.
- 1.3 Council last received a report on the Health and Wellbeing Board in June 2016. There have been significant changes to the strategic landscape in the last two years. Some of the drivers for our partner organisations have changed.
- 1.4 The Five Year Forward View for the NHS includes an imperative to include prevention in NHS plans: **“If the nation fails to get serious about prevention then recent progress in healthy life expectancies will stall, health inequalities will widen, and our ability to fund beneficial new treatments will be crowded-out by the need to spend billions of pounds on wholly avoidable illness”**
- 1.5 A system wide Care Quality Commission inspection of health and social care in Oxfordshire concluded with a report in November 2017.
- 1.1 In response to the report findings, a full review of the current Health and Wellbeing board arrangement was undertaken to ensure it was fit for purpose moving forward. The Care Quality Commission published the report in to its findings. Here are links to the [CQC report \(PDF\)](#) and [press release](#).
- 1.6 In summary the report said:
 

**‘In Oxfordshire we found that there was a lack of whole system strategic planning and commissioning with little collaboration between system partners’**

**“Although there was increased ambition to work together system leaders continued to face significant challenges in coming together to formalise their ambitions through a joint strategic approach.”**
- 1.7 The system wide inspection provided a timely opportunity to review the existing board arrangements and ensure the board was fit for purpose moving forward.
- 1.8 It still remains a statutory requirement of the social and health care act 2012 to have a Health and well-being Board.

## **2 Background and Review Process**

- 2.1 Oxford City Council actively participated in the Health and Wellbeing board review and provided a written response to the formal consultation, see **Appendix 1**.
- 2.2 The proposed new board structure was agreed by the majority of voting members in May 2018. The City council requested more clarity on the decision making process and more detail on how the Board will work to make progress on priority issues that are highlighted as needing improvement.
- 2.3 This has resulted in a workshop taking place on 19th July to explore this further and develop the future board priorities
- 2.4 The first public meeting of the full board will be on September 13th 2018.

### **3 The new role of the Oxfordshire Health and Wellbeing Board (HAWB)**

- 3.1 The HAWB has extended its membership and will include the following agencies. County Council, Clinical Commissioning Group, District and City Councils, Oxford University Hospitals, Oxford NHS Foundation Trust, Health Watch, Public Health NHS England and Oxfordshire's General Practice Federations.
- 3.2 The full detail of the membership can be found in **Appendix 2**.

### **4 The new vision**

- 4.1 The HAWB will create and own a single unifying vision for the improvement of the health and wellbeing of Oxfordshire residents.
- 4.2 There is a clear role and remit for all local authorities in the health and wellbeing of local communities. Councils may not necessarily recognise this as "prevention" but make a major contribution across the wider determinants of health such as housing, homelessness, leisure, economic development, air quality etc.
- 4.3 The HAWB will create, own and monitor a comprehensive high-level health and wellbeing strategy for the improvement of the health and wellbeing of Oxfordshire residents.
- 4.4 It will also provide a framework for partners in the voluntary and community sector and business to recognise their part. It will also give a clear focus for funding and commissioning decisions.
- 4.5 The HAWB will agree a suite of strategies which will be created and owned by its sub-committees. These will flow from the overarching Joint Health and Wellbeing Strategy which will be informed by the Joint Strategic Needs assessment.
- 4.6 The HAWB will monitor the implementation of its strategy and the member organisations will hold one another to account for delivery. The Board will receive regular reports from its sub-committees based on outcome measures set by each.
- 4.7 The HAWB will fulfil its statutory duties. These currently include producing an authoritative Joint Strategic Needs Assessment and Pharmaceutical Needs Assessment, and approving plans for the Better Care Fund and the Improved Better Care Fund. The Board already has decision-making powers with respect to these.
- 4.8 Decision making will also take place through the collective delegated authority of the individual members.
- 4.9 The HAWB will establish a reference group with wide membership including the voluntary sector and patient group representatives. The membership will be flexible depending on current topics of concern. The reference group will discuss these key issues and may propose topics for HAWB 'deep-dive' exercises. The HAWB will aim to approve two of these per year and agree how they will be taken forward.
- 4.10 The City Council will be focused on tackling health inequalities, improving outcomes for people in our most deprived communities. Supporting the work in relation to mental wellbeing and loneliness and influencing the older people strategy which is currently under review.
- 4.11 Functionality

4.12 The HAWB will delegate the operational delivery of its strategy to the following sub-committees: Each partnership board will report directly to the Health and Wellbeing Board regarding the priorities it is responsible for:

- The Children's Trust Board
- The Health Improvement Partnership Board
- The Adults with Support and Care Needs Joint Management Group
- The Better Care Fund Joint Management Group
- The Integrated System Delivery Board

4.13 The new board arrangement continues to mean the Chair and vice chair of the Health Improvement Board sub group automatically get a voting seat on HAWB.

4.14 Councillor Louise Upton, portfolio holder for Healthy Oxford, took up the role as Vice Chair for HIB in June and Councillor Andrew McHugh, Cherwell District Council has taken the role as Chair of HIB.

4.15 Oxford City Council also now has a member seat on the Children's Trust which is held by Councillor Marie Tidball and City /district officer seat, currently held by Daniella Granito Policy and Partnership Team Manager Oxford City Council.

## **5 Current work for Oxford City Council**

5.1.1 **Joint Strategic Needs Assessment (JSNA)** The City Council has participated in the JSNA Steering group this year, offering us an opportunity to influence its development . Information is now available at ward level wherever possible and other key agencies have added to the data set for the first time, including Public Health and Thames Valley Police resulting in a more data rich picture of Oxfordshire/city than ever before. This enables us as a local authority, and as members of strategic level boards, to focus on and prioritise need for services, with a particular focus on health inequalities. It also allows the board and sub groups to have a clear set of performance indicators alongside service delivery to enable to board to hold each other and commissioned agencies to account.

5.1.2 Oxford City Council supported and hosted the launch of the JSNA.

5.1.3 The Joint Strategic Needs Assessment can be found here: <http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment>

5.1.4 The City Council Data Research Officers meet monthly with the County JSNA team. We directly support elements of the work, providing statistical evidence to ensure that the needs of the city are adequately represented. We have led in setting up a good practice group for the data teams across county and districts to share good practice and use skills to further develop the JSNA.

5.1.5 Oxford City Council are using the data provided by the JSNA to inform service delivery, influence service development and commissioning of services across

the City. For example this has informed our work within the children and young person strategy and the impact zone initiative.

## 5.2 Health Inequalities

5.2.6 The JSNA has been particularly helpful with joint partnership work on tackling health inequalities. For example we have used this data to support the work of the health inequalities commissioning group, which focuses on delivering outcomes against the 60 recommendations from the CCG health inequalities report. The independent Health Inequalities Commission for Oxfordshire carried out its work throughout 2016. The report of the Commission was presented by the Chair, Professor Sian Griffiths, to the Health and Wellbeing Board in November 2016 and a paper was presented to the Board in March 2017 outlining the role of the Board in overseeing the implementation of recommendations.

5.2.7 Following publication of the Oxfordshire Health Inequalities Commission report in 2017, Oxford City Council committed £100k, subsequently match funded by Oxfordshire Clinical Commissioning Group, which will be used to tackle Health Inequalities in Oxford City.

5.2.8 The subsequent project that developed with this £200k funding aims to support residents in the targeted deprived localities to access support to improve or maintain their physical and mental wellbeing. The objectives are:

- To provide health promotion/ prevention information in community settings (primary prevention);
- To identify patients with specific disease conditions in the city's most deprived areas for secondary prevention measures. (secondary prevention);
- To work with Oxford City Council tenants, focussing specifically on people with mental health issues.
- To actively participate in a knowledge exchange event with all local GP's. Sharing information about services, pathways and access and further strengthening relationships.

This project will be launched in September.

5.2.9 A comprehensive overview of progress against each of the 60 recommendations can be viewed as **Appendix 3**

## 5.3 Health Improvement Board

5.3.1 The Joint Health and Wellbeing Strategy is updated every year, the Health Improvement Board has always reviewed its priorities as part of that update. To do this the Board members consider the needs set out in the Joint Strategic

Needs Assessment and the performance in delivering their priorities in the past year.

5.3.2 Oxford City Council actively participates in the Health Improvement board. Its current work has been setting priorities for the board for 18/19. The priorities for HIB will be

- Priority 8: Preventing early death and improving quality of life in later years
- Priority 9: Preventing chronic disease through tackling obesity
- Priority 10: Tackling the broader determinants of health through better housing and preventing homelessness
- Priority 11: Preventing infectious disease through immunisation

5.3.3 A short briefing on the work of this sub group over the last 12 months can be viewed in **Appendix 4**

5.4 Details of progress measures and targets for each of the work streams are provided in the Joint Health and Wellbeing Strategy and are regularly reviewed at the Board meetings.

## **6 County developments and partnerships**

### **6.1 Children and Young Person Plans**

6.1.1 Other elements of the JHWBS are also being reviewed. The Children's Trust has recently revised the Children's Plan and is working on an Implementation Plan for 2018-19.

### **6.2 Older People National developments**

6.2.1 The Governments' [Green Paper on Adult Social Care](#) is due this autumn and is likely to have implication for how Oxfordshire responds to the needs of older people. This will in turn affect how Oxford City Council delivers its services

6.2.2 Oxfordshire has an existing Older People's Joint Commissioning Strategy which ran from 2013-16. This strategy was developed in conjunction with Oxfordshire's residents and reflected their priorities and needs. A [paper](#) was put to the Health & Wellbeing Board (HWB) in March this year proposing to review the strategy, and it is expected to still be based on the priorities of the previous strategy. A resource has now been identified and stakeholder mapping has taken place with a view to work starting soon.

## **7 City Council health related projects**

7.1 Both CEB and Scrutiny have expressed strong interest in City Council involvement in health and engagement with the County and the CCG (see Scrutiny recommendations to Council 24/04). Both have proposed a "Health in All Policies" approach

7.2 There is also an appetite to increase the focus on tackling health inequalities across all areas of service delivery – from leisure centre activities to clean air, and to support social prescribing by GPs.

7.3 The City Council is engaged in a number of health-specific projects including Barton Healthy New Town and the £200k jointly funded health inequalities and



innovation projects with the CCG. The portfolio holder is also seeking to secure significant additional external funding to support community-led children’s centres across priority areas of the city, with the focus on health as well as education benefits.

- 7.4 The City Council also seeks to influence wider decision-making on health through Members’ and the Policy & Partnerships team’s involvement with the Health & Wellbeing Board, Health Improvement Board, Health Inequalities Commission, Children’s Trust, Stronger Communities Partnership and Mental Health Panel – and through responding to wider consultations.
- 7.5 The Policy and Partnership Team (with input from service areas) have undertaken an analysis of the health related activity and interaction taking place across the council and as a result, have increased resources in the team to coordinate this activity and take forward health related projects. We are planning a review of the Councils’ health related activity to develop the Health in All Policies approach and to ensure focus on key priority interventions to maximise successful outcomes.

**8 Financial implications**

No financial implications for this report.

**9 Legal issues**

No legal implications identified within this report

**10 Conclusion**

- 10.1 The review of the Health and Wellbeing Board was welcomed throughout the partnership. Further strengthening of the joint strategic needs assessment will offer opportunity to ensure that areas of the City that need services most, are identifiable and the outcomes and impact of services delivered can be effectively measured and monitored.
- 10.2 It should also be recognised that the City Council is not the body with statutory responsibilities and budgets in the area of health and we therefore lack many of the levers for change. We are increasingly experiencing requests from other partners for funding contributions to deal with shortfalls arising from reductions in funding from the County Council and others. Our key role should therefore be in influencing through partnership and ensuring our services are aligned with those of other agencies around shared objectives. We also need to focus on key priority interventions to maximise successful outcomes.
- 10.3 Oxford City Council is now a member of two key strategic partnerships within Oxfordshire and is in a position to contribute, influence and challenge.

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**Background Papers:** None



On behalf of Oxford City Council, please find below our response to the request for stakeholder views on the future of the Health and Wellbeing Board.

## **Background**

Oxford is a city with a population estimated to be just over 161,300 (ONS Mid-2016 Estimates). Due to the large student population, one-third of Oxford's population is aged 18 to 29, the highest proportion in England for that age group.

The health and wellbeing of the residents of Oxford varies between communities within the city. The geographic distribution of relative health deprivation has a clear divide, with many neighbourhoods north of the city centre amongst the least deprived in England; several neighbourhoods within, to the east of and to the south of the city centre rank amongst some of the most deprived areas on the Health Domain (English Index of Multiple Deprivation 2015). See Figure 1.

Whereas many of the city-level indicators of health and wellbeing are better than the national averages, there are key health issues for Oxford residents once the data is examined in more detail. The table further below summarises the main health and wellbeing issues facing the city of Oxford.

Oxford is a diverse and vibrant city; in areas of East Oxford and Churchill, around a third of the population is from black and minority ethnic populations (ONS UK Census 2011). As you will see in the supporting locality data at the link below, the protected characteristics of members of our population affect their experience of health conditions, as well as use of and access to health services. For example, in some of Oxford's deprived areas, such as Barton and the Leys, around 9 percent of households with dependent children also include at least one person with a disability or long-term health condition. Consequently, to ensure our response below reflects the needs of our City's population, we have drawn on the principles of good practice in the NICE Guideline (2016) and its recommendations on Community engagement: improving health and wellbeing and reducing health inequalities<sup>1</sup>.

## **Supporting Data**

([Link here](#))

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<sup>1</sup> <https://www.nice.org.uk/guidance/ng44/chapter/Recommendations#overarching-principles-of-good-practice>

## **Our organisational responses to the questions that are guiding the review:**

### **1. What should the functions of the HAWB be?**

This current governance chart for the HAWB - Appendix 2

The HAWB is the board which can provide strategic leadership across the Oxfordshire health system; it provides a forum which brings partners together, forges important collaboration, and transforms care delivery through careful scrutiny of data and a 'task and finish' approach to problem solving. The Health and Wellbeing Board needs to provide whole-system strategic direction and oversight of Health and Wellbeing commissioning and delivery initiatives for Oxfordshire This whole-system strategic direction also needs to include and take account of children's services and education objectives.

Health and wellbeing initiatives cover all strategies, programmes, services, activities, projects or research that aim to improve health and wellbeing (both physical and mental) and reduce health inequalities for both the short and the long term.

This is supported by the recent Quality Care Commission report - "Oxfordshire local system review", Health and Wellbeing Board Dec17. To ensure this vision is applied and is effective, the board needs to:

- Challenge and hold to account performance; strive for continuous improvement
- Address health inequalities by ensuring additional efforts are made to involve local communities at risk of poor health. This includes people who are vulnerable, marginalised, isolated or living in deprived areas (Recommendation 1 Health Inequalities Report)
- Use the Joint Strategic Needs Assessment and other data to understand the demographics of local communities
- Use information to inform and influence the way services are targeted and designed
- Develop an agreed, deliverable action plan to inform decision making
- Commission or provide health and wellbeing initiatives in collaboration with local communities
- Ensure effective engagement
- Provide a clear line of work programme between HAWB and its sub-groups
- Have a clear diagram showing system flow and functionality
- Draw on learning from other effective boards, for example Manchester and Cambridgeshire

- Be a model of inter-agency collaboration
- Have a clear board process for review and evaluation.

## **2. What should its role be in any emerging proposals to form an Accountable Care System?**

Discussions on an ACS for Oxfordshire are at an early stage; moving in this direction will involve a complex set of challenges and issues to address. This will be a significant shift and a long-term project which will need phased implementation. At the outset, it will be necessary to develop (a) a clear understanding of the benefits it will deliver and (b) support and agreement across the relevant organisations. The HAWB is well placed to be the forum to drive forward the thinking on this, involving stakeholders and the public. A working group could be established under the HAWB to develop the proposals.

Once proposals are developed, the HAWB could provide either (a) the overall leadership of an ACS (or equivalent) or (b) a key role in governance, holding the ACS to account and providing check and balance. In order to do this, there would need to be changes to the way it currently works, its composition and its methods of involving the public and wider stakeholders. NICE Guidelines 2016 are helpful here, particularly principle 1.4 which provides a framework for directors of public health, other strategic leads and strategic groups<sup>[1]</sup> who plan, commission or provide health and wellbeing initiatives to make community engagement an integral part of health and wellbeing initiatives.

## **3. How should the board balance its role in coordinating a wide range of wellbeing issues with the specific needs to oversee 'system flow'?**

The partnership should use performance data to identify hot spot areas across Oxfordshire; this information will be used to identify a number of joint strategic priorities, which should be health-focused and place-based. As such, the HAWB should be a strategic body whose purpose is to ensure that others are addressing issues such as system flow (for example, for discharge from hospital).

This should be done through specifically established 'task and finish' sub-groups, using (a) statutory organisations, (b) the knowledge and experience of local communities and community and voluntary organisations, and (c) expert witnesses to provide evidence, recommendations and timescales to tackle such issues. These specifically established taskforce sub-groups on priority issues would then need to report to and be accountable to the HAWB or its sub-boards. The board should support and influence

co-production to enable the delivery of initiatives that target these priorities. 'Task and finish' groups could be used as a mechanism to focus on key issues that need a short intensive piece of joint working to enable issues to progress (the right people involved at the right time). The interconnectivity between HAWB and HIB needs to be strengthened and a clear line of work programmes and reporting function should be clearly defined.

Coordinating wellbeing issues is important, but again perhaps too 'operational' for HAWB. It should be leading the way and setting priorities, and then holding organisations to account to do this within established timescales and using clear methods of monitoring, evaluating and reporting on engagement. It should take a population-based approach.

#### **4. How should it carry out these functions?**

The board would benefit from more strategic planning and prioritising. A clear plan of action should be developed by the board and used as the foundation for future work and performance management. The action plan would benefit from incorporating (a) a strategic view of the links into other boards and (b) strategic prioritisation, to prevent duplication of work at board and sub-group levels. The following would be necessary:

- Alignment of other board strategies and priorities
- An executive membership made up of, ideally, cross-organisational executives
- Access to data, analytics, management, expert advice and clinicians
- Peer interventions, possibly engaging expert evidence and advice from systems leaders
- Peer learning from other parts of the country where significant achievements have been made in the priority areas facing Oxfordshire.

#### **5. The HAWB is currently advisory rather than decision-making; is this sufficient?**

As an advisory body, the board lacks formal authority to attach weight to a joint vision and strategy or align priorities across different organisations in Oxfordshire; it also has insufficient levers to hold organisations to account.

This is not purely a structural challenge as severely constrained budget pressures force organisations within the partnership to focus on their own duties and responsibilities.

The board would benefit from having decision-making powers, but these need to reflect objectives and work programmes that are realistically within the board's ability to influence and achieve.

## **6. What governance arrangements are needed to make this effective?**

Current arrangements and frequency of the HAWB meetings allow insufficient time and space to drive the board's agenda or ownership of outcomes. This could be addressed through:

- Increasing the frequency of HAWB meetings, or potentially introducing informal HAWB meetings or development sessions to give HAWB members time to talk in a less formal setting in more detail throughout the year. These sessions would cover specific topics in alignment with the Joint Health and Wellbeing Strategy, to develop a shared understanding about specific issues and ascertain what roles individual organisations can play in addressing these
- Establishing an executive to the HAWB with a core membership at senior level of the Local Authorities and health organisations
- Holding annual HAWB away-days or conferences to provide time and place to review the strategic challenges and set the board agenda
- Reviewing membership of the wider board to ensure representation from all relevant organisations, including geographic spread of partners, Local Authorities and NHS organisations
- Having representatives senior enough to make decisions and exercise influence within their organisations, with clear roles and responsibilities including accountability and consistent attendance
- Encouraging stronger and clearer public involvement (with corresponding accountability of any representatives).

## **7. What powers should organisations delegate to the board to make it effective?**

This needs to be considered in the light of the future direction of the HAWB: it must be explored alongside developing the proposals for an Accountable Care System and the future HAWB role in governance of that.

## **8. What should its relationship be with bodies with a similar remit e.g. the Bucks Oxon Berks STP Executive and the Oxfordshire Transformation Board?**

The relationship needs to be simplified and clarified, with the responsibilities of each board clearly set out and communicated to avoid confused or competing agendas.

The OTB and HAWB both need to play a role in the development of the STP. The HAWB can provide a system-wide forum with a democratic mandate and ability to bring local political input which is otherwise lacking from STP process. A recent report for the LGA: 'The power of place Health and Wellbeing Boards in 2017' found that the most effective HAWBs have positioned themselves as a 'place anchor' for STPs, with an emphasis on their place-based leadership role as a strategic context for STPs. They are also working with neighbouring boards across the relevant STP footprint.

In Oxfordshire, this will require greater engagement with the HAWB and joint working with the OTB to develop a sub-regional approach to the STP that reflects Oxfordshire priorities. The HAWB should also consider bringing together CCG and HAWB leads from the BOB STP footprint to understand the impact on local systems and to share learning, for example from West Berkshire's approach to Accountable Care System which it sees as an 'evolved' version of the STP working as a locally integrated health system.

## **9. How should the public/ patient voice be engaged?**

Representation from the population across Oxfordshire at board level should be improved. This could be done with a two-tier approach:

1. Representatives of local communities with seats at the board, but where those reps are accountable and consistent. These need to better represent the diversity of Oxfordshire's population and avoid the 'usual suspects'.
2. A broader advisory group which brings in a wide range of voices including health service users from marginalised groups and deprived communities, as well as the wider civic society (see the analogous example of Voxy below). In particular, we should take into account the NICE Guideline (2016) to 'ensure decision-making groups include members of the local community who reflect the diversity of that community'.

(Health inequalities ward level indicators - public health)



There are some good practice examples in effectively managing public/patient voice through existing countywide partnership, such as the Children's Trust and the membership of Voxy. NICE guidelines also identify some mechanisms to draw on the knowledge and experience of local communities and community and voluntary organisations to identify and recruit people to represent local needs and priorities. For example, they suggest asking those recruited to take on [peer and lay roles](#) as part of the health and wellbeing initiative. Effective peer and lay approaches are:

- Bridging roles to establish effective links between statutory, community and voluntary organisations and the local community and to determine which types of communication would most effectively help get people involved
- Carrying out 'peer interventions': that is, training and supporting people to offer information and support to others, either from the same community or from similar backgrounds (see [learning and training](#))
- Promoting [community health champions](#) who aim to reach marginalised or vulnerable groups and help them get involved
- Promoting volunteer health roles whereby community members get involved in organising and delivering activities.
- Holding Inquiry Days or events to engage key stakeholders and the public in key agendas and inform HAWB plans with opportunity to listening to the experiences of local people and to mapping work to spot gaps.

There are plenty of analogies to this approach happening in other strategic boards across Oxfordshire. This could be achieved through a variety of ways:

- Learn from other effective structures, e.g. Children's Trust and their use of the Voice of Oxfordshire Youth (Voxy)
- Promote a 'task and finish' approach
- Proactively engage community groups (Community Engagement: improving health and wellbeing and reducing health inequalities - NICE guideline [NG44] Published date: March 2016)
- Target engagement to address inequality issues.

Areas of deprivation, for example where residents might experience fewer years of life expectancy, higher rates of childhood obesity, and more hospital stays for self-harm, are located in the wards of Blackbird Leys, Northfield Brook, Littlemore and Barton and Sandhills. These wards are characterised by higher levels of unemployment and income deprivation, children living in poverty, and low levels of educational attainment. The taskforce sub-groups on priority areas would allow for further engagement with a wider number of community stakeholders to hear focussed evidence and recommendations under discussion. Here again the NICE Guideline (see 1.1.2) is helpful; it advises that, for effective community engagement, systems health leaders need to recognise that building relationships, trust, commitment, leadership and capacity across local communities and statutory organisations needs the following:

- time
- prior planning to provide sufficient resources (see [identifying the resources needed](#))
- early community engagement, to shape the proposed initiative
- establishment of clear ways of working for all those involved
- early evaluation of community engagement activities, to capture all relevant outcomes (see [evaluation and feedback](#)).

The available data sets could be used to target groups within these areas, as shown below.

# Oxford IMD Decile Rankings

Overall Index, Domains, two additional indicators, and selected Sub-domain decile rankings for Oxford LSOAs that are amongst the 30% most deprived areas in England. Ranked in ascending order by Overall IMD score. Key: 1 = most deprived, 10 = least deprived

Oxford LSOA Name	IMD	Main Domains							Supplementary Indices		Edu Sub-domains	
		Income	Empl	Edu & Skills	Health	Crime	Housing & Svcs	Living Env	Child Poverty	Pensioner Poverty	Children & Yng people	Adult Skills
Rose Hill and Iffley 76	1	1	2	1	2	1	2	4	1	2	1	1
Northfield Brook 68	1	1	2	1	2	4	2	7	1	2	1	1
Northfield Brook 69	2	2	2	1	1	6	1	8	2	2	1	2
Blackbird Leys 18	2	2	2	1	2	4	2	6	2	3	1	1
Blackbird Leys 20	2	1	2	1	2	3	3	7	1	3	2	1
Barton and Sandhills 13	2	2	3	1	2	3	2	5	2	2	1	4
Blackbird Leys 17	2	3	3	1	2	2	1	8	2	4	1	2
Barton and Sandhills 14	2	2	3	1	2	6	2	6	2	2	1	1
Rose Hill and Iffley 77	2	2	3	1	3	5	3	7	1	2	1	2
Northfield Brook 67	2	2	3	2	3	2	3	6	2	3	2	2
Carfax/Holywell 22	3	5	5	5	1	1	4	1	3	2	2	9
Churchill 24	3	3	3	2	2	8	5	6	2	4	1	4
Blackbird Leys 19	3	3	4	1	4	2	5	4	2	4	1	2
Iffley Fields 46	3	3	3	4	2	3	5	4	3	3	4	5
Littlemore 52	3	2	4	3	3	4	5	6	1	4	3	2
Littlemore 53	3	4	3	2	3	5	5	4	3	6	1	6
Barton and Sandhills 16	3	3	4	2	4	2	3	6	3	7	1	6
Hinksey Park 43	3	4	3	6	3	2	2	5	4	5	4	9

**Summary** Despite having 60% of its neighbourhood areas ('Lower-layer Super Output Areas' or LSOAs) in the least deprived half of the Index of Multiple Deprivation (IMD) ranking, Oxford has a significant proportion (18 out of 83) of its areas in the most deprived 30% in England. Key aspects of relative deprivation in Oxford are low income (especially child poverty) and poor educational attainment. 9 out of 10 LSOAs in the 20% most deprived areas in England are also amongst the 10% most deprived areas for education, skills, and training. Between 20% and 30% of the population in these areas live on incomes below the poverty line. In addition to education deprivation, the LSOAs in the first and second most deprived deciles also see higher levels of health deprivation.

## **10. Should the current HAWB sub-groups be changed?**

The sub-group approach has worked well and is key to enabling the HAWB to balance its strategic leadership role whilst driving forward specific interventions involving the right partnership organisations. For example, having all districts involved in the HIB meant it has been effective in developing a pooled budget and a joint commissioning process for homeless services.

There is really an opportunity to build capacity within these formal sub-group structures (different in function to the taskforce group discussed above). The following points should be considered:

- Current sub-groups could be reviewed, as well as their mechanism for reporting into the HAWB
- A task-based 'task and finish' approach should be encouraged
- The scope of the HIB is very useful but could be broadened
- There needs to be an Adult Social Care Board held in public; this would provide consistency with the effective Children's Trust, but for adult services
- Given the recurring issues around mental health and complex users, a board focussed on this could also be helpful. At the very minimum, this should be a priority taskforce group for a core of HAWB members to oversee with co-opted clinicians, experts and expert service users.

## **11. How should statutory organisations be represented and with what authority?**

There should be formal membership of statutory organisations. All statutory organisations need to participate, including primary care providers.

Representation should be at the level of CEO or chair/leader. If the board's purpose is mainly governance, chairs /leaders should be there with possible executive attendance. These senior representatives should delegate as appropriate within their organisations to ensure the right expertise on the 'task and finish' groups

## **12. How should a potentially wide range of other organisations and stakeholders (e.g. the voluntary sector) be engaged?**

- Identify barriers to involvement, particularly for vulnerable groups

- Make use of strategic recruiting / forward planning / integration into formal membership
- Explore (and require) different models of engagement
- Commit resource; provide the support people need to get involved
- Provide information in formats that people can understand
- Encourage and support co-production

### **13. What barriers might get in the way and how can they be removed?**

Potential barriers include:

- Relationship issues - cultural and organisational
- Insufficient engagement of community groups
- Competing board priorities
- Less inclusive membership
- The wrong people within the membership
- Budget pressures

Potential solutions include:

- Develop the board strategically and effectively, to address barriers and then board function/roles
- Proactively engage community groups, and explore mechanisms to do this effectively
- Provide a clear system flowchart, with terms of reference for each sub group
- Include voluntary sector providers on the board, and get key agency representation

There is a real opportunity to re-invigorate the HAWB and drill down into RAG areas rated 'red' to move provision forward. Refreshed board membership will allow an extended group of 'critical friends' to move forward on priorities where progress has been static. Taskforce groups as described above, with a clear 'task and finish' remit which allow for peer interventions and evidence from expert service users, will enable dynamism and expedite problem solving. Reports back from such specialist taskforce groups with recommendations for a HAWB with increased decision-making functions could break cycles of 'red' RAG issues returning to the board unresolved. This will be strengthened with a revitalised and clear board vision on a forward plan of difficult priorities. Increased engagement from a wider sector of stakeholders will also help to increase momentum, as will engagement from senior stakeholders and systems leaders outside the geographic locality. Some of these changes will require

brave leadership and acknowledgement of what could work better, but this consultation provides an exciting opportunity to drive this important course of action.

As part of this review, the HAWB should seek to incorporate learning from elsewhere, particularly those HAWBs in two-tier areas who are seen as effective, such as Suffolk. The LGA has commissioned a series of reports on progress of HAWBs with key recommendations for effective working. See for example:

[https://www.local.gov.uk/search?query=health+wellbeing+boards&op=Search&form\\_build\\_id=form-Xq9AZE3II9StxNkBHxXgc03mvtnWtd4LRD44mUCBL7w&form\\_id=search\\_form\\_input](https://www.local.gov.uk/search?query=health+wellbeing+boards&op=Search&form_build_id=form-Xq9AZE3II9StxNkBHxXgc03mvtnWtd4LRD44mUCBL7w&form_id=search_form_input)

### Members of Oxfordshire Health and Wellbeing Board

Cllr Ian Hudspeth (Chairman)	Leader, Oxfordshire County Council
Dr Kiren Collison (Vice Chairman)	Clinical Chair, Oxfordshire CCG
Dr Jonathan McWilliam	Director of Public Health
Lucy Butler	Director, Children's Services
Kate Terroni	Director, Adult Social Care
Cllr Hilary Hibbert Biles	Cabinet Member for Public Health and Education, County Council
Cllr Lawrie Stratford	Cabinet Member for Adult Social Care, County Council
Cllr Steve Harrod	Cabinet Member for Children, County Council
Cllr Andrew McHugh	Chair of Health Improvement Board, Cherwell District Council
Cllr Louise Upton	Vice Chair of Health Improvement Board, Oxford City Council
Prof George Smith	Chairman, Oxfordshire Healthwatch
Bruno Halthof	Chief Executive, Oxford University Hospitals F Trust
Stuart Bell	Chief Executive, Oxford Health F Trust
GP representative	to be confirmed
David Radbourne, NHSE	Director of Commissioning Operations, S Central
Peter Clark	Chief Executive, County Council
Lou Patten	Chief Executive, CCG

### Members of the Health Improvement Board

Cllr Andrew McHugh	Chair of Health Improvement Board, Cherwell District Council
Cllr Louise Upton	Vice Chair of Health Improvement Board, Oxford City Council
Cllr Monica Lovatt	Vale of White Horse District Council
Cllr Jeanette Baker	West Oxfordshire District Council
Cllr Anna Badcock	South Oxfordshire District Council
Cllr Hilary Hibbert Biles	Cabinet Member for Public Health and Education, County Council
Dr Jonathan McWilliam	Director of Public Health
Jackie Wilderspin	Public Health Specialist, County Council
Diane Hedges	Chief Operating Officer, Oxfordshire Clinical Commissioning Group
Dr Kiren Collison	Clinical Chair, Oxfordshire Clinical Commissioning Group
Strategic Director	from a District Council tbc (replacing Diana Shelton of West Oxon DC)
Dani Granito	District partnerships liaison
Richard Lohmann	Healthwatch Ambassador (lay member)

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### **Summary of the work of the Health Improvement Partnership Board in 2017/18**

The Health Improvement Board (HIB) held four Board meetings in public in 2017/18. The Board also met once to discuss forward planning and convened two workshops to discuss mental wellbeing and fuel poverty. A summary of the business of these meetings is given below.

- The Board's priorities for 2017/18 were established in accordance with the Joint Health and Wellbeing Strategy. The Board received regular updates on performance and the performance targets set for the year were largely met.
- The board agreed to take on a governance role in relation to the commissioning of domestic abuse services. It has since received updates from the Domestic Abuse Strategy Group reporting good progress with joint commissioning of services. It will continue to discuss this twice a year, welcoming a representative from Thames Valley Police for this item.
- The work in the Barton and Bicester Healthy New Towns was noted as being valuable to partners in district councils and Board members have been invited to attend a learning event in April 2018 by Bicester Healthy New Town.
- The Fuel Poverty workshop was an opportunity to hear about local initiatives led through the Affordable Warmth Network (AWN), which includes the District Councils, Public Health, the CCG and National Energy Foundation. The AWN used this workshop to shape their plans for the next year which were approved by the HIB in September.
- A report on the Exercise on Prescription schemes in the county was presented and it was agreed that Oxfordshire Sport and Physical Activity (OxSPA) should lead coordination of this work with partners. The Board also received an update on plans for the partnership and members were encouraged to consider how their organisations can support OxSPA in the future.
- The Board received annual reports on the work of the Public Health Protection Forum and on Air Quality Management.
- The HIB received a report on suicide prevention and another about loneliness in Oxfordshire. In response to this need, the Board gathered a wide range of partners and stakeholders for a workshop on Mental Wellbeing. The Board will consider plans for a countywide framework on promoting wellbeing based on the outcomes of this.
- The Board received information on initiatives around homelessness, including the Trailblazer project and the City Conversation on Rough Sleeping.

There have also been some changes to the membership of the Board in 2017-18:

- Councillor Ed Turner stood down as Vice Chairman and this role has been taken up by Councillor Marie Tidball.
- Ian Davies has stepped down as a strategic officer representing District Councils and his place has been taken by Diana Shelton of West Oxfordshire District Council
- Val Johnson retired from the City Council and her role has been taken up by Daniella Granito as the district council's officer for Partnership Development

## **Update on implementation of recommendations from the Oxfordshire Health Inequalities Commission, June 2018**

### **Summary**

Implementation of recommendations from the Health Inequalities Commission report is continuing successfully.

A multi-agency Implementation Group has been overseeing progress in taking recommendations forward. This has been the job of a range of individual organisations and partnerships. The aim is to make changes to commissioning, planning, strategy development and targeting resources in order to improve outcomes for the most disadvantaged and narrow the inequalities gap. The implementation group aim improve “business as usual” and not just to encourage short term projects or additional action plans.

In the autumn of 2017 a review of work being taken showed that

- 24 recommendations were being taken forward through 5 priority areas of partnership work. Some of this work is now complete and progress reports are given in this paper.
- 16 recommendations had been taken forward by different organisations as part of their business as usual. This was reported to HOSC in November 2017.
- Some work is in progress on the remaining 20 recommendations and more information is needed. A further update on these recommendations is currently being collated and will be discussed at the Implementation Group in July.

### **Background**

The Health Inequalities Commission, chaired by Professor Sian Griffiths, reported its findings and set out recommendations in November 2016. The commissioners were independent members selected from public and voluntary sector organisations and academia.

The full report and Headline report can be found here:

<http://www.oxfordshireccg.nhs.uk/about-us/work-programmes/health-inequalities-commission/health-inequalities-findings/>

A report on progress was presented to the Joint Health Overview and Scrutiny Committee in November 2017. This paper sets out further updates on progress.

## **Update on the Implementation Group**

This multi-agency group meets quarterly and is chaired by Dr Kiren Collison, Clinical Chair of the Oxfordshire Clinical Commissioning Group. Current members of the group represent the CCG, Public Health, Cherwell District Council, Oxford City Council, West Oxfordshire District Council, South and Vale Councils, Oxfordshire Mind, Oxfordshire Healthwatch and Active Oxfordshire (formerly Oxfordshire Sport and Physical Activity).

## **Updates on priority areas of work**

The 6 areas of work outlined below are priority areas agreed by the Implementation Group in September 2017. The areas of work cover approximately 25 of the recommendations from the Commission Report between them. The aims and objectives of each of these pieces of work were outlined in the report to HOSC in November 2017<sup>1</sup>. This report gives an update on progress.

### 1. Basket of inequalities indicators

**The recommendation on this topic has been fully met** (Recommendation no. 3)

A set of indicators has been collated and published which set out the following

- Over 30 indicators with Oxfordshire and England average outcome for each indicator and variation across the county.
- The areas of the county which are significantly higher or lower than the county average (by ward, Middle Super output area or district).
- For some indicators the changes in value for areas since the last report
- A summary of which wards are significantly worse than county averages for two or more indicators
- Which GP practices serve the majority of the population in each of these localities.

This tool was approved by the Health and Wellbeing Board as part of the updated Joint Strategic Needs Assessment in March 2018 and has been published on Oxfordshire Insight, here:

<https://insight.oxfordshire.gov.uk/cms/system/files/documents/JSNA%202018%20ANEX%20Inequalities%20Indicators%2012Apr18.pdf>

This tool will enable anyone involved in commissioning, service planning and community development to be aware of inequalities issues and ensure that their work targets communities with poorer outcomes. It may also be useful as part of monitoring progress in addressing inequalities issues.

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<sup>1</sup> [http://mycouncil.oxfordshire.gov.uk/documents/s39205/JHO\\_NOV1617R04%20-%20Health%20Inequalities%20-%20Update%20on%20HWB%20response%20to%20report.pdf](http://mycouncil.oxfordshire.gov.uk/documents/s39205/JHO_NOV1617R04%20-%20Health%20Inequalities%20-%20Update%20on%20HWB%20response%20to%20report.pdf)

## 2. Innovation Fund

**The recommendation on this topic has been partially met and work is continuing** (Recommendation 7<sup>2</sup>)

As reported previously, pledges to contribute modest sums of money to an Innovation Fund have been made by partners in the Oxfordshire Growth Board, matched by Oxfordshire Clinical Commissioning Group. The total is £24k.

Extensive scoping of potential projects to support work addressing health inequalities has been carried out. This work included investigating the potential for setting up an interactive directory / map of activities and services which could form a “social prescription” or just enable members of the public to find local groups and activities to improve their health and wellbeing. However, following the scoping exercise the Implementation Group concluded that this might duplicate existing work and that insufficient funds were available to make a good job of it.

At the Implementation Group meeting in April 2018 it was agreed that ideas for use of the Innovation Fund could be sought through Oxfordshire Community Foundation as part of their regular programme of work to tackle inequalities. This will bring several advantages, including increased opportunity for sustainability, potential for attracting further funds, joining an independent, robust and transparent process for disseminating funds and benefitting from the expertise and experience of the Community Foundation and partners. Oxfordshire Community Foundation have agreed in principle to work with the group to take this forward to the next stages. It is expected that the exploration of themes and potential application processes will take place soon.

## 3. Benefits workshop – Income maximisation

**The recommendations on this topic have been met and there is potential to build on this work.** (Recommendations 12,13,14).

The Health Inequalities Commission set out three clear recommendations on making benefits advice available in health settings, convening a working group on income maximisation and to discuss funding with District Councils.

A workshop was held in February 2018 with a mixture of providers of advice services and commissioners / funders from local authorities and the health service. The outcomes of the workshop were reported back to the Implementation Group and have since also been discussed at the Joint Management Group for Adults with Support and Care Needs (a sub group of the Health and Wellbeing Board).

The issues that were highlighted at the workshop included

1. The need for a clear, shared definition of benefits advice across the system.

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<sup>2</sup> An Innovation fund/Community development and evidence fund should be created for sustainable community based projects including those which could support use of technology and self care to have a measurable impact on health inequalities, and improve the health and wellbeing of the targeted populations

2. The need for a clear pathway of how clients arrive at advice services and how they leave their need of benefits.
3. Recognition that if agencies are in competition for funding there may be tensions and lack of cooperation.
4. Acknowledgement that clients in crisis may approach several agencies at once.
5. There will be potential to make referrals for advice through the emerging social prescribing schemes being set up.

The HIC recommendation is for more advice delivered in health settings. This was debated and the conclusion of those at the workshop was that this was not necessary.

More pressing issues were highlighted including

- It is important to consider prevention and the need for a strategic view of what will have biggest impact on the Wider Determinants of health e.g. strong economy, “good work”.
- Demand is currently outstripping supply of advice services so more money is needed to meet that demand.
- Large numbers of clients are of working age and therefore in-work poverty is a contributing factor.
- The future of benefits advice is unknown e.g due to the switch to Universal Credit. However, some clients may be disadvantaged by shifts to digital interactions.
- There is no overview of the number of clients receiving advice or support as the provision is disbursed.
- There is no existing partnership or network of advice service providers or commissioners. There is also no clear lead agency or partnership to take this topic forward.

Follow up work may follow the discussions at the Joint Management Group.

#### 4. Social Prescribing

**Good progress is being made in implementing recommendations linked to social prescribing and this will continue to develop.**

Oxfordshire CCG is leading work on social prescribing with each of the 6 CCG localities outlining plans for taking this forward in their areas. The recommendation in the Health Inequalities Commission report on this topic stated that “*Consideration should given to the potential of social prescribing for improving the health and wellbeing of Oxfordshire residents, addressing health inequalities in particular, and learning from other areas*”. Other recommendations also called for new models of care, investment in prevention, addressing loneliness and isolation, promoting healthy lifestyles. These areas of work are all covered in social prescribing.

Recent progress includes:

- Hedena Health in Oxford is continuing its social prescribing project. Monitoring has shown a reduction in repeat visits to the GP following take up of social prescriptions.
- OxFed employs Practice Care Navigators who work across clusters of GP Practices. This work initially targeted frail elderly people but is now being expanded to the wider population.
- OxFed are also planning a pilot using a digital platform to monitor uptake of social prescriptions. The GP will (with consent) be able to track whether a patient takes up the social prescription and where they participate in activities run by voluntary or other agencies.
- Cherwell District Council has partnered with North Oxfordshire Citizens' Advice and West Oxfordshire District Council to successfully submit an expression of interest to NHS England. A full bid has been submitted and is awaiting the outcome for funding to cover work across both Cherwell and West Oxfordshire.
- Chipping Norton GP Practice has its own Social Prescribing project.
- In the South West Locality, the Abingdon Practices have Care Navigators who go through available options with patients in the Practice, using the COACH web site. In the South East Locality, the GP Practices are planning, through the GP Federation, to commission a voluntary sector organisation to deliver social prescribing across the Practices.
- The Live Well Oxfordshire<sup>3</sup> website is being developed to include more activities and groups which could be used for social prescription, including healthy lifestyles, physical activity, outdoor activity etc.

## 5. Physical Activity

**Recommendations on this topic are not yet fully implemented.**

Recommendations from the Commission included targeting an increase in activity levels in the over 50s, especially in deprived areas and improved inclusion of people with disabilities and mental health problems.

Oxfordshire Sport and Physical Activity (OxSPA) had agreed to lead on this area of work. They are currently in the process of re-organisation and establishing themselves under the new name of Active Oxfordshire. It seems very likely that addressing inequalities and championing the benefits of physical activity will be at the heart of the new organisation, so the Implementation Group will look forward to working with the new organisation when they are fully constituted.

## 6. Other initiatives to report

### a. Oxford City Inequalities project

This work is a joint project between Oxford City Council and the City Locality of the CCG. Each of these partners has made funding available and detailed planning is now in progress to deliver

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<sup>3</sup> <https://livewell.oxfordshire.gov.uk/>

- Additional training and expertise to support tenants with severe and enduring mental health problems.
- Developing local access to activities which will support health and wellbeing in the community centres.
- Population Health Management approaches to identifying people in some areas of the City who could benefit from “Strength and Balance” classes to prevent falls, “Breathe Better” classes for respiratory problems or “Dance for Health” to increase physical activity and prevent falls.
- Primary prevention initiatives to target areas where people have poor health outcomes, to support healthy lifestyle choices.
- Improved working relationships between Council teams and primary care teams, including Knowledge Exchange events.

b. Making Every Contact Count

A county wide initiative to develop the Making Every Contact Count (MECC) approach is starting. This is a primary prevention initiative which gives front line practitioners and others the confidence and resources to start a conversation about healthy lifestyles with their clients. The work helps implement several of the Commission recommendations on promoting healthy lifestyles.

A strategic Oxfordshire System Delivery group has been set up to track and monitor progress on embedding MECC across all organisations county wide. The group feeds in to a wider BOB oversight group for consistency and sharing of learning across the area.

The work in Oxfordshire is aimed at communities with poor health outcomes or vulnerable people. Training has already started in the Fire and Rescue Service, Barton Healthy New Town, the County Library Service and among Social Prescribers through resources provided by BOB STP and HEE.

The initiative will be rolled out soon in Brighter Futures in Banbury, Bicester Healthy New Town, Community H&WB Partnerships in Oxford and other settings.

**Next steps**

The Implementation Group will cover the following areas of work in the next 6 months:

1. Complete the work on the priorities already listed above.
2. The Implementation Group is currently collating an update on progress and will be able to identify areas of work that should be prioritised in the coming months. This will be discussed at the next meeting in July.
3. Influence the development of the Joint Health and Wellbeing Strategy to ensure that health inequalities issues are addressed.



4. Monitor the impact of this work on inequalities issues in the County, using appropriate measures to track progress where possible, updating the Basket of Inequalities Indicators.

**Dr Kiren Collison, Clinical Chair, Oxfordshire Clinical Commissioning Group**  
**Jackie Wilderspin, Public Health Specialist, Oxfordshire County Council**  
**Annex 1. Recommendations where updates are currently being collated**

	<b>Recommendation</b>
<b>7</b>	<p>Resource allocation should be reviewed and reshaped to deliver significant benefit in terms of reducing health inequalities.</p> <ul style="list-style-type: none"> <li>• The CCG should actively consider targeting investment at GP surgeries and primary care to provide better support to deprived groups, to support better access in higher need areas, and specifically address the needs of vulnerable populations.</li> <li>• The CCG should conduct an audit of NHS spend, mapping health spend generally and prevention activity particularly against higher need areas and groups, setting incremental increasing targets and monitoring progress against agreed outcomes.</li> <li>• The ring fenced funding pot for targeted prevention should be expanded in higher need communities, using a systemwide panel of stakeholders to assess evidence and effectiveness, with ongoing independent evaluation of impact, including quantification of impact on other health spend.</li> </ul>
<b>8</b>	<p>The Health in All Policies approach should be formally adopted and reported on across NHS and Local Authority organizations, engaging with voluntary and business sectors, to ensure the whole community is engaged in promoting health and tackling inequalities.</p> <p>Regular review of progress should be undertaken by HWB</p>
<b>9</b>	The presence of the NHS and of the voluntary sector should be strengthened on the Health and Well Being Board
<b>16</b>	<p>Public agencies, universities and health partners should work together to develop new models of funding and delivery of affordable homes for a range of tenures to meet the needs of vulnerable people and key workers.</p> <p>Specifically, public agencies should work together to maximise the potential to deliver affordable homes on public sector land, including provision of key worker housing and extra care and specialist housing by undertaking a strategic review of public assets underutilized or lying vacant .</p>
<b>21</b>	An integrated community transport strategy should be developed
<b>22</b>	A digital inclusion strategy, which explicitly targets older people living in rural communities should be developed and the % of older people over 65 with access to on line support regularly reported
<b>27</b>	Robust pathways to community services for community rehabilitation (including Community Rehabilitation Companies) on release, particularly for short term offenders, need to be developed
<b>34</b>	Building on experience from Wantage, Community Alcohol Partnerships should be established across the county to address the problems of teenage drinking, particularly in Banbury as A&E data shows high numbers of under 18s attending the Horton ED for alcohol related reasons. [The partnership model brings retailers, schools, youth and other services together to reduce under age sales and drinking.]

<b>37</b>	School based initiatives should be promoted for all age groups
<b>39</b>	The under provision of resources for Mental health services should urgently be addressed
<b>40</b>	The implementation of the Five Year Forward Strategic View of mental health services for the county should explicitly state how it is addressing health inequalities and how additional resources have been allocated to reduce them.
<b>41</b>	Perinatal mental health should be a priority with appropriate investment to improve access to perinatal mental health services across Oxfordshire
<b>44</b>	New and creative ways to work with schools, such as Oxford Academy, should be explored and initiatives funded and evaluated through the proposed CCG fund
<b>48</b>	The NHS workforce should engage in equity audit and race equality standards should be routinely reported
<b>49</b>	The needs of adults with learning disabilities within the County should be reviewed in 2017 and targets set to reduce their health inequalities .
<b>51</b>	Shared budgets for integrated care should be considered and how this fits with the broader care packages available to older people. For example, looking at how domiciliary care can be integrated into health and social care more effectively, and what can be done to provide more robust support for carers
<b>52</b>	Support for carers , including their needs for respite care and short breaks , should be supported with resources by all agencies
<b>55</b>	Strategic action should be taken to oversee increased access to support for older people in disadvantaged and remote situations: <ul style="list-style-type: none"> <li>○ physically through a better coordinated approach to transport across NHS, local authority and voluntary/community sectors</li> <li>○ digitally through a determined programme to enable the older old in disadvantaged situations to get online</li> <li>○ financially, through support to ensure older people, who are often unaware of their financial entitlements, are helped to access the benefits they are entitled to claim.</li> </ul>
<b>57</b>	The current gap in provision of support for older people with mental health needs other than dementia needs to be addressed urgently.
<b>60</b>	The resources produced by PHE to support local action should be used as part of the formal review process.



# Oxford City Council's Scrutiny Committee

## Annual Report 2017/18

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**Councillor  
Andrew Gant**

Chair, Scrutiny  
Committee



**Councillor  
Nigel Chapman**

Vice-Chair, Scrutiny  
Committee

## Foreword by the Chair and Vice-Chair

We would like to thank all colleagues who took part in the scrutiny process during the 2017/18 council year, in particular those who have moved on either from the Scrutiny Committee and its panels or from the Council. It is always a pleasure to witness the depth of engagement with issues and the skill and passion with which they are debated. We would also like to thank all those who have attended our meetings.

The Parliamentary Select Committee report into Overview and Scrutiny in Local Government, published in December 2017, made interesting and timely reading. It was gratifying to note that many of the challenges to effective scrutiny identified by the committee- a lack of parity of esteem with the executive; difficulty in getting information from the organisation; lack of engagement with the process by both executive

and backbench councillors- don't apply here at Oxford City Council. One challenge we do face is increasing public involvement with our work. Efforts in this direction have not been as successful as we would have liked.

More broadly, it is good to see the scrutiny function extending into county-wide and strategic areas through the establishment of a Growth Board Scrutiny Committee. We are sure the City Council Scrutiny Committee will want to fully support this initiative. Our standing panels have continued to play an important role, including in the brave new world of council companies. Review groups have also proved themselves a forum for some of the most detailed and thorough reports into aspects of life in our city, and we are sure this will continue.

We would also like to thank our officers for their impeccably professional support throughout the year.

**Councillor Andrew Gant, Chair, Scrutiny  
Committee 2017/18**

**Councillor Nigel Chapman, Vice-Chair, Scrutiny  
Committee 2017/18**

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## About the Scrutiny Committee

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Most major Council decisions are taken by the City Executive Board, which is made up of ten elected councillors from the controlling political group. In operating this form of decision-making arrangement, the Council is required by law to have a Scrutiny Committee made up of elected councillors who are not on the Board.

The Scrutiny Committee acts as a counterweight to the City Executive Board, empowering twelve cross-party 'backbench' councillors to hold the Board to account for the decisions they take, and contribute to council decision-making. The Scrutiny Committee can also investigate any issue that affects the City or its residents, regardless of whether it is within the direct responsibility of the Board.

The work of Scrutiny helps to provide assurance that the Council is performing well, delivering value for money, and taking the best decisions it can to improve public services and the quality of life for the residents of Oxford.

Committee meetings are held almost every month at the Town Hall, and residents are encouraged to attend and address the Committee on any issues on the agenda. Generally, the Committee will consider a balance of forthcoming decisions to be made by the City Executive Board, and a number of other issues that are not necessarily the subject of a forthcoming decision, but merit further investigation.

### Making the case for change

Importantly, for the Committee to be effective, it must produce well-reasoned evidence-based recommendations to the Board concerning service improvement. The Committee has no power to require that decisions be revised, but a

robust argument for change will go a long way in persuading the Board to review their decisions.

The Committee agrees a work plan at the start of each year which sets out the various topics and issues that councillors have chosen to focus on. Some of these issues are delegated to themed standing panels, which meet approximately five times each year, and to topical review groups where more detailed scrutiny is required over a series of meetings.

### Parliamentary Review into Local Government Scrutiny

The Scrutiny function has been in place since the implementation of the Local Government Act 2000, its practices have been interpreted widely and with varying degrees of effect nationally.

A recent review carried out by the Communities and Local Government Parliamentary Select Committee gathered a range of evidence from councillors, civil servants and scrutiny officers, and put forward a number of recommendations about how the scrutiny function could be improved and championed within local authorities. A review of the Select Committee's report shows that Oxford City Council is already compliant with many of the recommendations put forward; providing assurance that the Council's scrutiny arrangements are reflective of best practice. However, members are keen to review how the public can be better involved in the Scrutiny process, recognising that this is an area for improvement. Any outstanding areas for improvement will be brought forward for the Committee to discuss after HM Government has issued new guidance.

### Call in

Call in is a statutory function that enables councillors to challenge decisions that have been taken before they are implemented. If a call in request from any 4 councillors or the Chair of Scrutiny is deemed valid, then the Committee will hear both sides of the argument and decide whether or not to refer the decision back to the City Executive Board (or individual councillors in

## Summary of scrutiny activity during 2017/18



In producing this report, the Committee commented that in addition to the 74 items that were considered, many important issues were not deliberated because of the time and resource constraints on their work.

the case of decisions about the use of ward member budgets), with reasons why the decision should be re-considered. During 2017/18 many important City Executive Board were subject to pre-decision scrutiny and there were no call-ins'.

### Get involved

There are many opportunities for members of the public and representatives of organisations to get involved in the work of Scrutiny. The Committee would welcome an increase in the number of people attending to speak at its meetings, which are held at 6pm in the Town Hall (unless otherwise stated). Members of the public can:

- Attend meetings of the Scrutiny Committee, standing panels and review groups, except in

instances where confidential information is to be discussed. Details of these meetings are displayed in the Town Hall and on our website.

- Speak at a meeting on any agenda item with the prior agreement of the Chair. Please email [democraticservices@oxford.gov.uk](mailto:democraticservices@oxford.gov.uk) and give at least 24 hours' notice.
- Suggest a topic for Scrutiny to consider by completing and submitting a Work Plan Suggestion Form.
- Raise issues with your local City Councillor and request that Scrutiny considers this as part of a Councillor Call for Action.
- Watch out for consultations, surveys and requests for evidence by registering at <http://www.oxford.gov.uk/consultation>.



Scrutiny committee  
in session 2018



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## The Scrutiny Committee

### Membership

Councillor Andrew Gant (Chair)  
Councillor Nigel Chapman (Vice-Chair)  
Councillor David Henwood  
Councillor Mohammed Altaf-Khan  
Councillor James Fry  
Councillor Steve Curran  
Councillor Jennifer Pegg  
Councillor Mark Lygo  
Councillor Mark Ladbrooke  
Councillor Lloyd-Shogbesan  
Councillor David Thomas  
Councillor Jamila Azad

The Scrutiny Committee is responsible for the overall management of the Council's scrutiny function. It decides which topics, issues and decisions will be considered and how. These items are all listed in an annual work plan which is agreed each summer and reviewed regularly during the year to take account of any emerging issues and upcoming City Executive Board decisions. An up to date copy of the Committee's Work Plan can be found on the Council website.

The Committee also sets the remits and membership of its standing panels, which are themed sub-committees that consider all issues and decisions within their given remit. The Committee has agreed to continue with the Finance Panel and Housing Panel, which have been running for a number of years and are well established. In early 2017, the Committee also chose to set up a Companies Panel to oversee the Council's arm's length trading and housing companies, and the Committee opted to continue this arrangement for 2018/19.

A small number of issues prioritised by the Committee can be delegated to review groups for more detailed scrutiny. Review groups actively engage with partner organisations and expert witnesses before producing substantial evidence-based reports with recommendations. This year, a review group was set up to look at the promotion of the Oxford Living Wage, in addition to the annual review of the Council's budget and medium term financial strategy.

Approximately half of all the items Scrutiny has looked at this year were considered at meetings of the Scrutiny Committee. These included topical issues prioritised by councillors such as the use of Public Space Protection Orders, isolation in older people, devolution plans for Oxfordshire and equality and diversity in the Council's workforce. Among many items, a



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number of recommendations for tackling poor air quality were made and accepted by the City Executive Board, as well as recommendations for making the community grants process more accessible to underrepresented groups.

A significant proportion of City Executive Board decisions were also considered by the Committee, including annual decisions on safeguarding, the Discretionary Housing Payments Policy, community grant allocations and the Financial Inclusion Strategy.

The Committee also monitored Council performance on a quarterly basis and held the organisation to account when required. Key performance indicators that the Committee monitored related to job creation, customer satisfaction and homelessness.

The Committee would like to thank everyone who has played a part in the scrutiny process this year including scrutiny councillors, members of the City Executive Board, council officers, representatives of partner organisations, expert witnesses and the public.

## The Oxford Living Wage Review Group

### Membership

Councillor Mark Ladbrooke (Chair)  
Councillor Angie Goff  
Councillor Dan Iley-Williamson  
Councillor Ben Lloyd-Shogbesan  
Councillor David Thomas



Councillor Mark Ladbrooke,  
Chair of the Oxford Living  
Wage Review Group 2017/18

“The idea of a ‘living wage’ originated in 2001 in east London – a product of discussions in civil society among low paid workers, faith groups and social justice campaigners that has been carried forward by trade unions, political parties, student campaigners and businesses themselves. Today, some 3000 organisations are proudly signed up to pay staff and contractors either the National ‘Real’ Living Wage or London Living wage.

In 2017, the Scrutiny Committee decided to carry out a comprehensive review of how the Council engages with partners and residents to promote the Oxford Living Wage (OLW), and evaluate our own record as an employer. This review in itself has been very positive and strengthened links among those in our city campaigning for an OLW. I offer my thanks to the members of the Review Group, the Living Wage Foundation, council officers, low paid workers themselves and those witnesses who gave their time so freely and spoke with such knowledge and passion. I trust that the Scrutiny Committee will continue to monitor the implementation of our important recommendations.”





Oxford is a dynamic and successful city with relatively low long term unemployment. However, the cost of living is higher than almost anywhere else in the UK, due to the very high cost of housing, which is out of step with local wages. The legal minimum wage is not considered to be enough for an individual or family to avoid living in poverty with all the ill effects that has. It has been almost 10 years since the City Council first adopted the OLW, set at 95% of the London Living Wage.

In 2017, the Scrutiny Committee resolved to set up a review group to consider how the Council can promote the implementation of the OLW across the City. Key issues the review group sought to explore included:

- What more the Council could do internally to promote the OLW
- Opportunities to encourage and incentivise contractors and local employers to pay the OLW
- What more the Council could do to promote the OLW and make it unacceptable for employers in the city to not pay a living wage.

The Review Group's findings and recommendations were informed by verbal and written evidence provided by a range of witnesses including low paid workers and their representatives, employers based in the city,

faith groups, academics and other interested parties. The Review Group also carried out a survey, a literature review and desktop research.

They heard first hand from residents who are paid below the OLW, and about the positive impact the OLW could have on their quality of life. A major local employer also informed the discussion, explaining that the implementation of the OLW had the potential to create additional payroll cost pressures for them in the region of £20m. During various addresses to the Review Group, it was clear that subcontractors in a variety of organisations were often paid below the OLW.

The Review Group received a wealth of evidence from a variety of sources. The Review Group heard from an academic that there was evidence that high rental costs were causing people to leave the City, not least because these costs have increased while many benefits have decreased in real terms. Key data and information of interest to the Review Group included:

- 60% of people living in poverty in the UK are in working households
- 21% of UK jobs pay less than the Real Living Wage (which is promoted by the Living Wage Foundation and based on the cost of living in the UK outside of London)
- Women (26%) are more likely than men (16%) to earn less than the Real Living Wage, with the level of low pay being particularly acute among young adults
- 20% of children in Oxford live in poverty, which is higher than the average for England and rises to 25% when adjusted for housing costs
- The 2018 Joint Strategic Needs Assessment for Oxfordshire showed that men in the most deprived areas of the city typically live nearly 15 fewer years than those in the most affluent areas.

Based on the wealth of evidence received, the Review Group concluded that the City Council



should reaffirm its commitment to paying the OLW to directly employed, agency and contracted staff. However, the challenge is to encourage and influence more employers in the City to pay the OLW at £9.69 an hour for 2018/19. The Review Group was unable to secure a clear picture of how many employers in the City paid above the OLW, but it was clear that there was room for improvement. In concluding their work, the Review Group put forward 15 recommendations to the City Executive Board.

The City Executive Board agreed to fully implement 11 of the recommendations and 4 in part. Principally, the recommendations adopted by the City Executive Board related to:

- Holding an annual event with business leaders, where the OLW will be promoted
- Strengthening obligations on Council suppliers to provide the OLW
- Having a nominated City Executive Board Member and council officer to lead in promoting and monitoring the implementation of the OLW
- Ensuring the Council remains a fully accredited living wage employer.

## Companies Panel

### Membership:

Councillor James Fry (Chair)  
Councillor Andrew Gant  
Councillor David Henwood  
Councillor Craig Simmons  
Councillor Nigel Chapman



Councillor James Fry, Chair,  
Companies Panel 2017/18

“The City Council has created two wholly Council-owned groups of companies in response to restrictions upon the ability of Council services to generate external income and restrictions on the Council’s development of further Council housing. Over the past year, the Companies Panel has been undertaking a ‘check and balance’ function to the new arrangements to ensure the two groups of companies operate effectively and in the best interest of the residents of Oxford. The Panel’s recent review of proposed housing company policies on rents and lettings, and debt recovery, demonstrates the significant progress that has been made to date. Oxford Direct Services transferred to a company structure on 1 April 2018, and the Panel will oversee the company’s performance in the new council year and make recommendations to the Shareholder Group (members of the City Executive Board) where necessary.”

Last year, the most significant change affecting the operation of the Council was the establishment of two new groups of Council-owned companies. A group of housing companies was created to deliver new social and

affordable housing and the Council also formed a group of Oxford Direct Services companies, which will provide a range of services directly to the Council and compete for work in the wider city economy. The housing companies plan to address the City's housing need by building new housing with a range of tenures on Council owned land, whilst also providing a financial return to the Council. This reflects similar moves by other local authorities, and recognises a need for councils to become more agile and bold in addressing the challenges of the future, particularly in relation to securing long term funding solutions.

The two groups of companies are wholly-owned by the Council, but each is managed by a board of directors operating independently. The decisions taken by the Council as the owner of its companies are open to scrutiny and the Scrutiny Committee established the Companies Panel to perform this function. The Panel has made regular reports to the Shareholder since the companies were established.

In July 2017, the Companies Panel made a recommendation to the Shareholder that the benefits of the Oxford Direct Services companies are communicated effectively to the public, elected members and other Council employees. This is a critical recommendation that the Panel will continue to monitor over the coming years, to ensure that members and the public understand how the Council is investing its time and resources.

Over the past year, the Panel has had advance sight of reports to the Shareholder, and been given the opportunity to publicly air any comments on the formation and progress of the companies. To date, there has been a broad consensus between the comments and recommendations made by the Panel, and the decisions and actions of the Shareholder.

Most recently, the Panel reviewed the proposed Rent and Lettings, and Debt Recovery policies. Critically, it was noted that the policies of the companies would fundamentally align to those

of the City Council. Panel members voiced their concern over HM Government's ambition to introduce flexible fixed term tenancies, which will come into effect in the next few years. The Rent and Lettings Policy will need to be reviewed once the mandatory guidance is in place. However, for now, the Council will continue to offer lifetime tenancies in most circumstances.

Many of the recommendations made by the Companies Panel over the past year have related to the availability of information, and ensuring suitable metrics are in place to monitor progress and performance. The Panel has also asked questions about the robustness of the business plans, and highlighted to the Shareholder that they must be sensitive to future changes, for example to changes to inflation or interest rates. At the end of the municipal year, the Panel reviewed early plans to build up to 243 dwellings across a number of small development sites in the City, which might not otherwise have been taken on by private development companies. The Panel welcomed these plans but recently noted that there had been a reduction in the total number of housing units being delivered, due to planning restrictions. The number of houses being developed for outright sale accounted for the majority of this reduction, rather than Council housing or other affordable tenures.

The summation of the Panel's work has provided the Shareholder with a secondary assurance that the two groups of companies are developing in an efficient and transparent way, with the Panel providing appropriate oversight and useful recommendations when necessary.



## Finance Panel

### Membership:

Councillor James Fry (Chair)

Councillor Tom Landell-Mills

Councillor Craig Simmons

Councillor Sian Taylor



Councillor James Fry, Chair,  
Finance Panel 2017/18

The National Audit Office recently found that local authorities overall had experienced a near 50% reduction in Central Government funding between 2010 and 2017, and the Council's own revenue support grant from HM Government will vanish entirely next year. The Council must continue to look at new and innovative ways of delivering its services to meet this challenge. This year, the Finance Panel has witnessed the Council's effectiveness in balancing the books through generating additional income from traded services and commercial property income, and may benefit in future from extra Business Rates income from the new Westgate Shopping Centre. At the same time, the Council has succeeded in making significant efficiency savings.

The Finance Panel has a role in overseeing and scrutinising the Council's financial performance and budgetary proposals. The Panel monitors Council spend throughout the year, considers selected financial issues and decisions, and conducts a detailed annual review of the Council's budget and medium term spending proposals.



Following the vote for Brexit on 23rd June 2016 and the triggering of article 50 on 29th March 2017, which signalled the commencement of Britain's exit from the European Union, the Finance Panel has requested 6-monthly updates on how the Brexit process is affecting the local economy and the Council's own finances. The Panel noted that despite negative forecasts prior to the referendum, many of the concerns for the local economy are yet to materialise. However, nationally, inflation has risen, which together with a falling pound has had a negative impact on consumer confidence. Incidentally, the decline in the pound's value against the euro has resulted in an increase in European Social Fund money for the Council's Community Grants Programme.

Overall, there appears to be little immediate impact on the Oxford economy following the Brexit vote. Income flows from fees and charges to the Council have remained buoyant and borrowing costs remain low. Whilst negotiations between the UK and the EU are still underway, it remains to be seen how the national and local economic picture will change. This will only truly be known after the UK has left the EU.

Another priority area of work for the Panel was reviewing proposals for a revised Council Tax Reduction Scheme. The cost to the Council of providing Council Tax reduction for low income households will rise to at least £1.8m by April

2019 and this has been built into the Council's spending plans. The Panel supported the proposal to continue with the scheme rather than billing those who could not afford to pay. The Panel noted that the cost of the scheme is shared between the other precepting authorities; Thames Valley Police and Oxfordshire County Council.

The Panel conducted its annual review of the Council's budget proposals over the New Year period, questioning senior managers about budgetary changes and testing assumptions about spending levels, income targets and financial pressures. In addition to 14 recommendations concerning the level of Council Tax, local fees and partner engagement, the Panel also requested that it receives a report in the new budget setting cycle on the total value returned to the Council by the Oxford Direct Services companies, as well as the dividend payment, which will be subject to Corporation Tax. 11 of the 14 recommendations made by the Panel during the budget review process were accepted by the City Executive Board.

Other financial decisions scrutinised by the Panel included decisions on the Council's Treasury Management Strategy and investment property development opportunities. The Panel also reviewed the Council's quarterly financial reports to monitor spending and progress against savings targets.

## Housing Panel

### Membership:

Councillor David Henwood (Chair)

Councillor Angie Goff

Councillor Jennifer Pegg

Councillor Gill Sanders

Councillor David Thomas

Councillor Liz Wade

Geno Humphrey (tenant co-optee)

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**Councillor David Henwood,  
Chair, Housing Panel 2017/18**

This year the Housing Panel has played a key role in scrutinising and making important recommendations in relation to housing, homelessness, empty buildings and Council's tower blocks. The panel hosted meetings which proactively encouraged input from landlords, listened carefully to the experiences of tower block residents, and invited representatives of the homeless community to share their experiences when reviewing the Housing and Homelessness Strategy. This has developed a cross-party work ethos which is celebrated as being inclusive and fair.

Sadly this year our valued colleague, Councillor Jennifer Pegg, passed away. Her input into many meetings has helped shape current council policy and she is dearly missed. The Panel will also miss contributions from Councillor Liz Wade and Councillor Gill Sanders who have stepped down this year after serving on the Council and the Housing Panel for many years. Next year, the Panel will face new challenges and adopt a pivotal role

in reviewing the new Oxford Local Plan housing policies. It will continue to make further recommendations to improve living in Oxford.

Oxford is widely cited as one of the least affordable cities in the UK to rent or buy a home, making the affordability and accessibility to housing a challenging issue for the City and its residents. The unaffordability of housing also has the potential to exacerbate other socio-economic inequalities including poverty, educational attainment and access to health services. This housing crisis is causing increasing hardship for many people in the City, particularly the most vulnerable and lowest paid. Therefore, meeting local housing needs remains a priority for the Council. The Housing Panel is tasked by the Scrutiny Committee with considering all housing related matters and decisions in the interest of improving the local situation.

In response to the tragic events at Grenfell Tower, the Housing Panel commissioned an update on the work underway to test the fire safety standards of local tower blocks. The Panel heard from the Head of Housing that all five tower blocks within the city limits had already been retrofitted with sprinkler systems before the Grenfell tragedy. At the time this work was undertaken, retrofitting was rare among tower blocks nationally. The Panel welcomed feedback from the public at the same meeting concerning the adequacy of the national fire safety testing system, and the level of affordable housing in the area. Residents understandably had major concerns and wanted to know what was happening following the Grenfell disaster. The public were assured that the Oxfordshire Fire and Rescue Service had recently inspected all Oxford tower blocks and concluded that they were safe. It was clarified that the cladding systems on Oxford's tower blocks were not the same as those on Grenfell Tower, but nevertheless the Council took the decision to replace the cladding on two of its tower blocks



which had a similar rain screen material to that used on Grenfell.

The Council committed in the region of £1.8m to fund homelessness prevention activities in 2018/19. In March 2018, the Panel reviewed the allocation of these funds, and were satisfied with the proposal. Notably, £150,000 has been allocated over the next two years to support the work of the City Conversation; a partner led initiative to tackle homelessness across the City. The Panel will continue to monitor how this money is used, and has requested an update on the progress of the City Conversation, and the development of a Homelessness Charter. Oxford City Council was recently the first local authority in the county to be awarded the Gold Standard by a national homelessness prevention service. Unfortunately, there continues to be a rise in the number of people rough sleeping locally and nationally, and this will continue to feature as a priority in the Housing Panel's future work plan.

The Housing Panel reviewed the City Executive Board's proposed Tenancy Strategy and Policy in early 2018. Despite pending regulations as part of the new Housing and Planning Act 2016, which mandate local authorities to offer flexible fixed term tenancies to new tenants, the Housing Panel and City Executive Board were of the view that until such a time regulations are introduced, the Council should continue its offer of lifetime tenancies for council tenants. The





Housing Panel will revisit this matter when further guidance is issued to ensure the Council's tenancy offer is the best it can be, within the regulations.

Other topical housing issues prioritised for scrutiny included the management of void council properties, university housing needs, the Housing Assistance and Disability Adaptations Policy, tenant involvement and the numbers of households in temporary accommodation. The Panel also reviewed the Council's housing performance reports to monitor issues such as homelessness and rent collection rates.

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## The year ahead

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The Scrutiny Committee has re-elected Councillor Andrew Gant as Chair for the 2018/19 Council year and Councillor David Henwood has been elected Vice-Chair. He replaces Councillor Nigel Chapman, who has joined the City Executive Board. The Committee also welcomes new members of the Committee in Councillors; Alex Donnelly, Lubna Arshad, Nadine Bely-Summers, Hosnieh Djafari-Marbini, and Christine Simm. Returning members to the Committee are Councillors; Mohammed Altaf-Khan, James Fry, Pat Kennedy and Craig Simmons.

The new Committee has recently prioritised a review focused on rough sleepers without a local connection, which will be led by Councillor Bely-Summers. The Committee will continue to scrutinise decisions of the City Executive Board, and a number of new issues affecting the City have been included in the Scrutiny Work Plan, including; the impacts of the Westgate Shopping Centre, preparation for the 2020 zero emission zone and the Draft Local Plan. The Committee has also re-appointed the Finance, Companies and Housing Standing Panels for another year, with more members involved in these groups than ever before.

Councillor James Fry has been reappointed as Chair of the Finance Panel. The Panel will again undertake a detailed annual review of the Council's budget proposals early in the New Year and will monitor financial performance and decisions through the year. The Companies Panel is also chaired by Councillor James Fry and will continue to consider the progress of the Council's wholly owned housing companies and Oxford Direct Services companies.

The Housing Panel is chaired by Councillor David Henwood. The Panel will look at a number of important housing decisions such as the implementation of the Council's Housing and Homelessness Strategy and the recommissioning of the Housing Advisory Contract which provides frontline advice to those at risk of homelessness. The Panel will also revisit a number of housing and landlord issues such as the Council's Great Estates investments and making better use of the Council's garage assets.

### **Scrutiny Committee Membership 2018/19**

Councillor Andrew Gant (Chair)  
Councillor David Henwood (Vice-Chair)  
Councillor Mohammed Altaf-Khan  
Councillor Lubna Arshad  
Councillor Nadine Bely-Summers  
Councillor Hosnieh Djafari-Marbini  
Councillor Alex Donnelly  
Councillor James Fry  
Councillor Pat Kennedy  
Councillor Craig Simmons  
Councillor Christine Simm

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