

# Agenda

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## Scrutiny Committee

This meeting will be held on:

Date: **Tuesday 8 June 2021**

Time: **6.00 pm**

Place: **Main Hall - Town Hall**

**For further information** please contact:

John Mitchell, Committee Services Officer, Committee Services Officer

📞 01865 252217

✉ DemocraticServices@oxford.gov.uk

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## Committee Membership

Councillor Nigel Chapman

Councillor Tiago Corais

Councillor Dr Hosnieh Djafari-Marbini

Councillor Paula Dunne

Councillor James Fry

Councillor Linda Smith

Councillor Dr Christopher Smowton

Councillor Imogen Thomas

Councillor Marie Tidball

Councillor Elizabeth Wade

Councillor Naomi Waite

Councillor Dick Wolff

Apologies and notification of substitutes received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting. Substitutes for the Chair and Vice-chair do not take on these roles.

# Agenda

		Pages
1	<b>Election of Chair for the Council Year 2021-22</b>	
2	<b>Election of Vice Chair for the Council Year 2021-22</b>	
3	<b>Apologies for absence</b> Cllr Djafari-Marbini, Cllr Dunne.	
4	<b>Declarations of interest</b>	
5	<b>Chair's Announcements</b>	
6	<b>Minutes</b>  <b>Recommendation:</b> That the minutes of the meeting held on 02 March 2021 be APPROVED as a true and accurate record.	9 - 14
7	<b>Work Plan &amp; Forward Plan</b>  The Scrutiny Committee operates within a work plan which is agreed at the start of the Council year. The work plan is driven to a very large extent by the Cabinet Forward Plan. A summary of the latest version of the Forward Plan is attached. The Committee will be asked to agree its work plan as part of the following item.	15 - 22
8	<b>Scrutiny Operating Principles &amp; Standing Panel Arrangements</b>  The Head of Law and Governance has submitted a report which seeks the Committee's agreement to the adoption of a set of operating principles for the Scrutiny Committee for the 2021/22 municipal year, establish standing panels and appoint standing panel Chairs. The recommendations are set out in the report.	23 - 46

<b>9</b>	<b>Oxford City Council Safeguarding Report 2019/20</b>	47 - 120
	<p>Cabinet, at its meeting on 16 June, will consider a report on the Oxford City Council Safeguarding Report 2019/20. The Committee is asked to consider the report and agree any recommendations thereon.</p> <p>Councillor Louise Upton, Cabinet Member for a Safer, Healthy Oxford; Dani Granito, Policy &amp; Partnerships Team Manager; and Laura Jones, Safeguarding Coordinator, have been invited to attend for this item.</p>	
<b>10</b>	<b>County-Wide Transformation of Rough Sleeping</b>	121 - 156
	<p>Cabinet, at its meeting on 16 June, will consider a report on the County-Wide Transformation of Rough Sleeping. The Committee is asked to consider the report and agree any recommendations thereon.</p> <p>Councillor Diko Blackings, Cabinet Member for Affordable Housing, Housing Security &amp; Housing the Homeless; and Nerys Parry, Housing Strategy &amp; Needs Manager, have been invited to attend for this item.</p>	
<b>11</b>	<b>Covered Market Leasing Strategy</b>	157 - 178
	<p>Cabinet, at its meeting on 16 June, will consider a report on the Covered Market Leasing Strategy. The Committee is asked to consider the report and agree any recommendations thereon.</p> <p>Councillor Ed Turner, Cabinet Member for Finance &amp; Asset Management; Jane Winfield, Head of Service for Corporate Property; Elaine Philip, Markets' Manager; and Emma Gubbins, Senior Surveyor, have been invited to attend for this item.</p>	
<b>12</b>	<b>Report back on recommendations</b>	179 - 220
	<p>Cabinet on 10 March considered Scrutiny recommendations in relation to the Council Business Plan 2021-22; Citizen Engagement; Zero Carbon Council; and the Climate Emergency Review Group. The Cabinet responses to the recommendations are attached.</p>	

## **13 Dates of future meetings**

Meetings are scheduled as followed:

### **Scrutiny Committee**

14 July 2021

03 August 2021

08 September 2021

05 October 2021

02 November 2021

06 December 2021

All meetings start at 6.00 pm.

### **Standing Panels**

Housing & Homelessness: 05 July; 06 October; 04 November

Finance & Performance: 08 July; 02 August; 06 September; 08 December

Companies: 21 June\*; 20 September; 14 December

\*Please note this date may change.

## **14 Matters Exempt From Publication**

If the Committee wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the Committee to pass a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972.

The Committee may maintain the exemption 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.

<b>Part Two – matters exempt from publication</b>		
<b>15</b>	<b>County-Wide Transformation of Rough Sleeping - Appendices 5 &amp; 6</b>	221 - 224
<b>16</b>	<b>Covered Market Leasing Strategy - Appendix 2</b>	225 - 226

## **Information for those attending**

### **Recording and reporting on meetings held in public**

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- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

### **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". 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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## **Remote meeting**

### **Minutes of a meeting of the Scrutiny Committee on Tuesday 2 March 2021**

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#### **Committee members present:**

Councillor Gant (Chair)

Councillor Altaf-Khan

Councillor Aziz

Councillor Fry

Councillor Kennedy

Councillor Munkonge (for Councillor Lloyd-Shogbesan)

Councillor McManners (Vice-Chair)

Councillor Arshad

Councillor Corais

Councillor Howlett

Councillor Lygo (for Councillor Djafari-Marbini)

Councillor Simmons

#### **Also present (Members)**

Councillor Susan Brown, Leader of the Council

Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery

Councillor Tom Landell Mills

#### **Officers present for all or part of the meeting:**

Mish Tullar, Corporate Policy, Partnership and Communications Manager

Tom Bridgman, Executive Director (Development)

Tom Hudson, Scrutiny Officer

John Mitchell, Committee and Member Services Officer

#### **Also present**

Lindsay Cane, OXWED Company Secretary

Kevin Minns, OXWED Executive Director, Nuffield College

#### **Apologies:**

Councillors Djafari-Marbini and Lloyd-Shogbesan sent apologies.

Substitutes are shown above.

## **82. Declarations of interest**

None.

### **83. Chair's Announcements**

The Chair noted that item 7 (Oxpens Redevelopment) would more usually be considered by the Companies Scrutiny Panel. The timing of the report did not, however, fit with scheduled meetings of the Companies Scrutiny Panel, hence its place on the Committee's agenda. The Committee would however benefit from the presence of all members of the Panel given Cllr Munkonge's presence at this meeting as a substitute and the later arrival for the item of Cllr Landell-Mills as a guest of the meeting together with the normal presence of Cllrs Fry and Simmons as members of the Committee. Given the confidential nature of the appendices to this item, the Committee agreed that it should be taken at the end of the meeting.

### **84. Minutes**

The Committee resolved to APPROVE the minutes of the meeting held on 02 February 2021 as a true and accurate record.

### **85. Work Plan and Forward Plan**

The Scrutiny Officer reminded Members that this was likely to be the last meeting of the Committee in the present council year. In anticipation of the new council year the Committee agreed to delegate authority to the Scrutiny Officer to prepare a provisional workplan for the first quarter for the new Committee. To assist with this he would soon be writing to all Councillors and senior officers, seeking suggestions for this provisional plan.

The Committee expressed regret that it had not been possible to consider the imminent Cabinet report on the Zero Emission Zone. The Scrutiny Officer explained that this was largely the result of the limited capacity of the Committee, combined with the sometimes unpredictable timing of items appearing and moving on the Forward Plan and the associated difficulty of lining up items and guest speakers at relatively short notice.

Members of the Committee raised the matter of the Climate Emergency Review Group, the draft Cabinet response to which was later on the agenda. It was suggested that consideration of it should be delayed until the Cabinet response had been confirmed and that it should, rather, be a priority for the new council year. On being put to the vote the suggestion was agreed and that the item should be deferred.

### **86. Council Business Plan 2021-22 and Business Plan 2020-21 update**

Councillor Susan Brown, Leader of the Council, introduced the report. The last 12 months had been most unusual and, as a result, the focus had been on producing a plan which both met the Council's objectives as well as meeting the atypical needs faced by the City as it emerged from the pandemic. Members and officers across the Council had worked hard to secure the right objectives which were fit for purpose and informed by a high level of engagement with stakeholders. The plan included targets which were both exciting and realistic. The section on "Equalities Impact" was worthy of particular attention because of the way in which it exemplified the critical importance of equalities as a key theme throughout the plan. She went on to draw attention to a few examples such as the promotion of the Oxford Living Wage; the promotion of socially

responsible businesses (which would be helped by the recently revised procurement strategy); and the importance of employment and economic recovery over the next year and beyond. Housing and homelessness comprised another important element, building on the good work of the last year. It continued to be important to deliver the Workforce Equalities Action Plan with its key objective of securing a properly representative and inclusive workforce.

Mish Tullar, Head of Corporate Policy, Partnerships and Communications, emphasised that this ambitious plan was the product of significant engagement with, among others, all senior officers and portfolio holders. The plan had been constructed on the basis that it was deliverable (although this necessarily included assumptions about the ability to proceed with some activities as the current Covid-19 driven restrictions receded). The structure of the plan echoed that of the Council's 4 year strategy and this included, for the sake of clarity and conciseness, the capturing of an item in the plan just once. It was important not to misinterpret this as meaning that an item was not considered relevant or important in some other strand of the plan also. It was important also to note that the plan's focus was on transformative actions and not those which might be considered to be both important but also "business as usual." A great deal of thought had been given to the KPIs, seeking to identify ones which were both accessible and meaningful.

The Committee expressed support for the overall objectives of the plan and went on to raise a number of detailed observations. These included the desirability of identifying how to track social value; clarifying the meaning of 'infrastructure' in the context of the Oxford-Cambridge Arc; clarifying what was meant by the Transport and Connectivity Prospectus; some actions appeared not to be aligned with those CERG recommendations which seemed likely to be agreed by Cabinet; a better measure in relation to the conversion of fleet vehicles might be how many miles are covered by both types of vehicle rather than the number of them; some apparent inconsistencies between aspirations for zero carbon buildings and what is in the Local Plan (which is silent on the matter of carbon targets for non-residential buildings); and the assertion that there had been a 40% reduction in carbon emissions across the City was not, yet, demonstrable.

It was agreed that some of the detailed matters raised would have to be responded to outside the meeting. In relation to infrastructure in the context of the Oxford-Cambridge Arc it was confirmed that this would only ever refer to that which would support the City's aspirations, needs and economy. The Transport and Connectivity Prospectus did not yet exist but was the expression of the need for something which addressed those issues across the County. Alignment with agreed CERG recommendations would be addressed in the final iteration of the plan. Changing the measurements in relation to the conversion of vehicles would need further discussion outside the meeting.

The Plan included reference to embedding use of the Residents' Panel among others. It was suggested that there might be merit in adding a reference to the "Inclusive Transport Group" but as this was not a standing group in the way that the others listed were, this was probably not appropriate (which was not to undervalue the important work of that group).

The plan made reference to social prescribing. This was something which the Council had the opportunity to influence through its work with other Districts and the County through the Health & Wellbeing Board and Health Improvement Board as well as through the Leader's engagement with, for example, the Director of Public Health and

other leaders. Councillor Brown was hopeful that emergence from the pandemic would see greater levels of co-operation between the health service and local government to tackle endemic health inequalities.

The plan referred to the establishment of an Inclusive Economy Commission in 2022-24 and it was suggested that there would be merit in bringing this forward to 2021 so as to follow more swiftly on the heels of the Inclusive Economy seminar series run by the Council. In response it was explained that a great deal of work was needed to help the local economy recover after the pandemic and inclusivity, in the widest sense, would be a central element of that throughout. So the reference to 2022 should not be taken as an indication that matters of inclusivity would not be addressed until then. The date was, rather, a function of the practical reality of the time it would take to address all of the matters listed in the plan.

The Committee made some detailed observations about the proposed indicators including, among others: the lack of a social value indicator; the absence of targets for some measures; the reference to landlords and working to improve the quality and energy efficiency of privately rented homes was lacking a target relating to energy efficiency; the target(s) for carbon reduction appeared not to be sufficient to reach the Council's aspiration of zero carbon by 2030. It was agreed that the detailed observations about the targets would be incorporated in the Committee's report to Cabinet. More specifically the Committee made the following recommendations to Cabinet, that Council:

- 1: Aligns the Business Plan with recommendations from Climate Emergency Review Group (once approved by Cabinet);
- 2: Includes a glossary of terms and acronyms used in the Business Plan, to include Social Value, OLW, OxLEP, MEEES, Net Zero, ZEZ, Energy Super hub;
- 3: Checks alignment with the current Local Plan 2036 policies priority 4 page 57; and
- 4: Includes reference to the circular economy as part of transformational agenda for waste and resource management

## **87. Report back on recommendations and Scrutiny Panel meetings**

The Committee expressed disappointment that none of the Committee's recommendations in relation to the Zero Carbon Council report had been agreed, not least because they had been driven only by a wish to improve the credibility of the associated plans. There was surprise that the recommendation in relation to the inclusion of an environmental implications section for all Cabinet reports had not been agreed given that it was understood to be already in hand. The Committee asked the Chair to feed this concern back to Cabinet.

The Committee was also disappointed to note the proportion of budget review group recommendations which had been rejected.

The Committee had agreed earlier in the meeting to defer consideration of the Cabinet response to the CERG report.

## **88. Reports for approval**

### Citizens' Engagement Report

Subject to a few specific observations by the Chair, the Committee agreed that this report should be submitted to Cabinet.

### Domestic Review Group Report

Cllr Shaista Aziz, as Chair of the review group, introduced the report, thanking all those who had contributed to this thorough and comprehensive review of an important matter. She drew attention to the review's particular focus on those from minoritised groups such as ethnic minorities, those with no recourse to public funds and those who are homeless. The review had benefitted from the expertise of a wide range of experts and those with lived experience both within and from outside the City. She hoped that the report would herald continuing conversations and dialogue about this important matter which cut across many areas of Council activity. She concluded by noting that domestic abuse was of particular concern at the present time because of unusually strained domestic environments imposed by pandemic restrictions.

The Chair, on behalf of the Committee, thanked Cllr Aziz and all those who had contributed to this substantive and valuable report.

The Committee agreed that the report should be submitted to Cabinet, with a recommendation that the Cabinet response should be given at its first meeting following the election and delegated agreement to minor changes to Cllr Aziz and the Scrutiny Officer.

## **89. Dates of future meetings**

Meetings are scheduled as followed:

### **Scrutiny Committee**

- 08 April - *cancelled*

### **Standing Panels**

- Finance & Performance: Provisional meeting scheduled for 06 April – *now cancelled*
- Companies Scrutiny: 15 March
- Housing & Homelessness: 04 March

All meetings start at 6.00 pm.

## **90. Matters Exempt from Publication**

The Committee passed a resolution, in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012, to exclude the public from the following item on the grounds that their presence could involve the likely disclosure of exempt information as described in paragraph 3 of Part 1 of schedule 12A of the Local Government Act 1972.

## **91. Oxpens Revelopment**

This matter was considered in confidential session.

**The meeting started at 6.00 pm and ended at 8.15 pm**

**Chair .....**

**Date: Thursday 8 April 2021**

## Forward Plan Summary

June 2021 to March 2022

Published on 27/05/21

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### Cabinet 16 June 2021

<b>ITEM 18:</b> <b>ID: I026260</b>	<b>Housing First programme</b> Report status: Confirmed for this meeting
To seek project authorisation for a Housing First programme with the aim of supporting the council's objective to end rough sleeping.	
<b>ITEM 19:</b> <b>ID: I026741</b>	<b>Approval to proceed and undertake the executive function of Cherwell District Council for housing allocation identified in the Duty to Cooperate.</b> Report status: Confirmed for this meeting
Approval of exercising the Duty to Cooperate with Cherwell District Council to meet Oxfordshire's unmet housing need and an update on the wider Oxon district agreements with West Oxfordshire District Council, and South and Vale District Council.	
<b>ITEM 20:</b> <b>ID: I026330</b>	<b>Oxford City Council Safeguarding Report 2019/20</b> Report status: Confirmed for this meeting
To report on the progress made on the Oxford City Council's Safeguarding Action Plan 2019/20	
<b>ITEM 21:</b> <b>ID: I025999</b>	<b>Covered Market Leasing Strategy</b> Report status: Confirmed for this meeting
There is a 10 year leasing strategy for the Covered Market which was agreed in 2015. The strategy is due to be refreshed at Year 5 (2020) to ensure it continues to reflect the ambitions and strategies for the Market.	
<b>ITEM 22:</b> <b>ID: I027057</b>	<b>The Housing, Homelessness and Rough Sleeping Strategy – Homelessness Review and Evidence base</b> Report status: Confirmed for this meeting
A report presenting the findings of the homelessness review and wider evidence base that will inform the new Housing, Homelessness and Rough Sleeping Strategy	

for Oxford, alongside the draft priorities for the new strategy, and seeks approval for the launch of a visioning consultation.

<b>ITEM 23: ID: I027016</b>	<b>Salix decarbonisation grant funding</b> Report status: Confirmed for this meeting
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To seek approval to use part of Salix grant funding for decarbonisation projects as a loan to the Low Carbon Hub.

<b>ITEM 24: ID: I027209</b>	<b>County-Wide Transformation of Rough Sleeping</b> Report status: Confirmed for this meeting
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To update and seek approval on various workstreams linked to the county-wide work on rough sleeping and single homelessness

<b>ITEM 25: ID: I027258</b>	<b>Wolvercote Neighbourhood Plan</b> Report status: Confirmed for this meeting
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<b>ITEM 26: ID: I027256</b>	<b>Statement of Community Involvement</b> Report status: Confirmed for this meeting
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## Cabinet 21 July 2021

<b>ITEM 27: ID: I027011</b>	<b>Integrated Performance Report for Q4</b>
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A report to Members on Finance, Risk & Performance as at the end of the financial year.

<b>ITEM 28: ID: I027010</b>	<b>Appointments to outside bodies</b>
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To agree appointments to charities, trusts, community associations and other organisations for the 2021/22 Council Year.

<b>ID: I027017 ITEM 1:</b>	<b>Oxfordshire Electric Vehicle Strategy</b>
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<b>ITEM 30: ID: I027110</b>	<b>Determination of Shared Ownership Rent Levels</b>
To determine future Shared Ownership rent levels.	

<b>ITEM 31: ID: I026292</b>	<b>Asset Management Strategy</b>
The Asset Management Plan - strategy for the property portfolio for OCC	

<b>ITEM 32: ID: I027278</b>	<b>Oxfordshire Plan 2050 Regulation 18 (Part 2) consultation document</b>  Report status: Confirmed for this meeting
To approve the Oxfordshire Plan 2050 Regulation 18 (Part 2) consultation document for public consultation.	

### Cabinet 11 August 2021

<b>ITEM 34: ID: I026910</b>	<b>Urban Forest Strategy</b>  Report status: Confirmed for this meeting
The trees and vegetation that make up the urban forest provide a range of benefits such as habitat for biodiversity, carbon storage and flood protection. This strategy is for the whole city, not just City Council land and seeks to protect what we have, increase what we have, and engage communities and stakeholders in the process. The strategy has a target to increase the overall canopy cover for Oxford using the “right tree, right place” principle. The strategy highlights specific areas where there is particularly low canopy cover or where benefits can be maximised.	

### Cabinet 15 September 2021

<b>ITEM 35: ID: I027012</b>	<b>Integrated Performance Report for Q1</b>  Report status:
A report to Members on Finance, Risk & Performance as at 30 June 2021.	

<b>ITEM 36: ID: I027031</b>	<b>Council Tax Reduction Scheme for 2022/23</b>  Report status:
A report to seek approval for proposals to consult on the Council’s Tax Reduction Scheme for 2022/23.	

<b>ITEM 37: ID: I027034</b>	<b>Discretionary Housing Payment Policy</b> Report status:
To review the operation of the Discretionary Housing Payment policy, and to amend the policy, if required.	

<b>ITEM 38: ID: I027033</b>	<b>A report to set out the Council's Treasury Management activity and performance for the financial year 2020/2021</b> Report status:
A report to set out the Council's Treasury Management activity and performance for the financial year 2020/2021.	

## Council 04 October 2021

## Cabinet 13 October 2021

<b>ITEM 39: ID: I027100</b>	<b>Food Strategy</b> Report status: Provisional: Decision reliant on another action or process
<p>Development of a Countywide Food strategy, working with key partners such as Good Food Oxford, Oxfordshire County Council, Oxfordshire District Council and the Community Food system within the City.</p> <p>That addresses the causes of food poverty as part of our wider anti-poverty work.</p> <p>This should include the following:</p> <p>Taking into account:</p> <ul style="list-style-type: none"> <li>o The National Food Strategy;</li> <li>o The considerable work undertaken by this Council to address inequality and to tackle food poverty during the pandemic;</li> <li>o Being a signatory to the Oxford Good Food Charter;</li> <li>o The excellent work of Oxford's voluntary sector to tackle food poverty;</li> <li>o Recommendations on achieving a self-sustaining community food system and Council's role in supporting this.</li> </ul> <ul style="list-style-type: none"> <li>• Bringing together the views and knowledge of our food network partners to better understand the current root causes of food poverty, and a shared action plan to implement meaningful solutions.</li> <li>• Tackling child food poverty by campaigning to address holiday hunger, increasing take up of free school meals and access to food larders for families with children.</li> <li>• Continuing to use relationships with supermarkets to divert surplus food to those in need and minimise waste to help eliminate Oxford's contribution to climate change by 2040 or sooner, in line with the Zero Carbon Oxford Charter and recommendations of the Citizens' Assembly on Climate Change.</li> </ul>	

## Cabinet 10 November 2021

<b>ITEM 40: ID: I027035</b>	<b>Workplace Equalities and Action Plan</b> Report status:
A report to seek approval for the publication of the annual Workforce Equality Report and report on progress on the Equalities Action Plan 2018 to 2021.	

## Cabinet 15 December 2021

<b>ITEM 41: ID: I027113</b>	<b>Budget 2022/23</b> Report status:
To propose a Medium Term Financial Strategy and the 2022/23 Budget for consultation.	

<b>ITEM 42: ID: I027013</b>	<b>Integrated Performance Report for Q2</b> Report status:
A report to Members on Finance, Risk & Performance as at 30 September 2021.	

<b>ITEM 43: ID: I027038</b>	<b>Treasury Management Mid-Year Report</b> Report status:
A report to report on the performance of the Treasury Management function for the 6 months to 30 September 2021	

## Cabinet 26 January 2022

<b>ITEM 44: ID: I027032</b>	<b>Council Tax Reduction Scheme for 2022/23</b> Report status:
A report to seek approval for the Council's Council Tax Reduction Scheme 2022/23 following consultation.	

## Cabinet 09 February 2022

<b>ITEM 45: ID: I027114</b>	<b>Budget 2022/23</b> Report status:
To propose a Medium Term Financial Strategy and the 2022/23 Budget following consultation.	

<b>ITEM 46: ID: I027039</b>	<b>Treasury Management Strategy 2022/23</b> Report status:
A report to present the Council's Treasury Management Strategy for 2022/23.	

<b>ITEM 47: ID: I027040</b>	<b>Capital Strategy 2022/23</b> Report status:
A report to present the Capital Strategy for 2022/23 approval.	

<b>ITEM 48: ID: I027041</b>	<b>Grant Allocations to Community &amp; Voluntary Organisations 2022/23</b> Report status:
A report to make decisions on the allocation of grants to the community and voluntary organisations for 2022/2023.	

<b>ITEM 49: ID: I027042</b>	<b>Allocation of Homelessness Prevention Funds 2022/23</b> Report status:
A report to approve the allocation of homelessness prevention funds for 2022/23.	

<b>ITEM 50: ID: I027055</b>	<b>Annual Update of the Council Business Plan</b> Report status:
A report to present the annual update of the Council's Business Plan.	

## Cabinet 16 March 2022

<b>ITEM 51: ID: I027056</b>	<b>Oxford City Council Safeguarding Report 2020/21</b> Report status:
To report on the progress made on the Oxford City Council's Safeguarding Action Plan 2020/21.	

<b>ITEM 52: ID: I027014</b>	<b>Integrated Performance Report for Q3</b> Report status:
A report to Members on Finance, Risk & Performance as at 31 December 2021.	

## Cabinet 13 April 2022

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**To:** Scrutiny Committee  
**Date:** 08 June 2021  
**Report of:** Head of Law and Governance  
**Title of Report:** Scrutiny Operating Principles and Standing Panel Arrangements

Summary and recommendations	
<b>Purpose of report:</b>	To adopt a set of operating principles for the Scrutiny Committee for the 2021/22 municipal year, establish standing panels and appoint standing panel Chairs.
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Gant, Chair of the Scrutiny Committee 2020/21
<b>Corporate Priority:</b>	All
<b>Recommendations: That the Scrutiny Committee resolves to:</b>	
1.	Agree the proposed Committee Operating Principles for the 2021/22 municipal year, as set out in Appendix 1.
2.	Agree to establish the following standing panels for the 2021/22 municipal year with the following remits and timeframes: <ul style="list-style-type: none"> <li>i) Finance and Performance Panel – finance and budgetary issues and decisions, annual review of the Council’s budget, quarterly monitoring of finance and performance (including performance of the Council’s companies);</li> <li>ii) Housing and Homelessness Panel – strategic housing and landlord issues and decisions, homelessness, housing services performance;</li> <li>iii) Companies Scrutiny Panel - executive decisions made in relation to any companies wholly or partly owned by the Council.</li> </ul> or to agree to consider the establishment of alternative panels at a subsequent meeting.
3.	Agree the schedule of meetings as presented within the report.
4.	Agree the allocation of seats on standing panels to political groups for 2021/22 (Finance and Performance Panel: 6, Companies Scrutiny Panel: 6, Housing and Homelessness Panel: 6, are recommended).
5.	Agree members and appoint Chairs of the Finance and Performance, Housing and Homelessness, and Companies Scrutiny Panels or any other

panels as agreed by the Committee.	
6.	Co-opt Tony Buchanan as a Council tenant representative onto the Housing Homelessness Panel.
7.	Agree i) the new means of managing the Scrutiny function's work plan as in Appendices 2a and 2b, ii) the preliminary work plan covering the period to August 2021 as detailed in Appendix 3 and iii) that Committee members will send ideas for topics for Scrutiny-commissioned reports to the Scrutiny Officer by e mail for consideration at the Committee's 14 July meeting.
<b>Appendices</b>	
Appendix 1	Draft Scrutiny Committee Operating Principles
Appendix 2a	Explanation of draft new means of work planning
Appendix 2b	Example priority list
Appendix 3	Preliminary work plan to September 2021
Appendix 4	List of suggested items for Scrutiny-commissioned reports

## **Introduction and background**

1. At the start of a new administrative year the Scrutiny Committee is asked to re-establish the key principles by which the Committee, and its standing panels and review groups, will operate. This provides clarity to members, officers and the public about how Scrutiny will manage and organise its activities during the year.
2. The Committee is able to delegate responsibility for scrutiny of certain issues to specific standing panels, which report back to the Committee with recommendations (where time allows). The Committee should consider whether it wishes to re-establish the previous standing panel arrangements, or establish different panels. As standing panels are established, it is recommended that the number of seats and political make-up of the panels and membership is agreed, and the Chairs are appointed.

## **Role of the Scrutiny Committee**

3. Scrutiny operates to provide democratic oversight and public assurance that the Council is carrying out its business effectively, and a check and balance function to ensure that decisions are taken in the best interests of the residents of Oxford. Scrutiny carries out research, reviews and hears from independent experts, as well as Council officers, making recommendations for service improvement where necessary. One focus of the Committee's work is to hold the Cabinet to account but Scrutiny also pursues its own agenda by commissioning reports from officers on priority issues, assisting the Council in developing policy. As outlined in the Council's Constitution, the Committee can:
  - a) Carry out research and consultation on policy options, and introduce schemes to involve the public in developing policy;
  - b) Review the performance and decisions of the Cabinet, and council officers (but not decisions on individual planning or licensing applications);
  - c) Review the progress of the Council and individual services in achieving its policy aims and performance targets;



- d) Work with national, regional and local organisations to promote the interest of local people.
  - e) Review executive decisions in respect of any companies wholly or partly owned by the Council and hold the shareholder to account for the performance of those companies. The decisions of Council-owned companies do not fall within the remit of the scrutiny committee.
  - f) Require the attendance of Cabinet Members and Senior Officers to answer questions about their decisions and performance.
  - g) Hold other public service providers to account (though there is no legal requirement for them to engage).
4. Members of the Committee are encouraged to read the Scrutiny Guide for Councillors which provides a detailed review of how the Committee operates, how to be effective as a scrutiny councillor, and the support and development opportunities available to members.

### **Scrutiny Operating Principles**

- 5. The Council's Constitution sets out the role and procedures of the Scrutiny Committee, as outlined above, but it is not prescriptive about how the Scrutiny function will be organised and managed. In previous years, the Committee has agreed a set of operating principles to govern key aspects of their work that are not covered by the Constitution. Key matters addressed in the document include: resource expectations, membership guidelines for panels and meeting frequency.
- 6. The Operating Principles are designed as a reference document to guide the Committee's work, and a draft set of principles for adoption are set out in Appendix 1. The Committee may make revisions as it sees appropriate within the confines of the Constitution, relevant legislation and resource capacity. In which case, members are asked to discuss any proposed changes in advance with the Scrutiny Officer or to take advice at the meeting.
- 7. The Committee is recommended to adopt the draft Operating Principles as outlined in Appendix 1. These Operating Principles are the same as historically agreed by the Committee, except that last year a temporary derogation on the requirement that the Chair of Housing and Homelessness Panel also be a member of the Committee. This derogation is no longer included.

### **Standing Scrutiny Panels**

- 8. In previous years, the Committee has established Finance and Performance, Housing and Homelessness and Companies Panels to undertake detailed scrutiny of decisions and issues relevant to their remit. The reason being that small groups of members with an interest in these priority areas can build up specialist knowledge and insights and use these to produce better scrutiny outcomes. These Panels have discretion to manage their own work plans, but remain accountable to the Scrutiny Committee for their work. Where time permits, the standing panels will report to the Scrutiny Committee before their recommendations are submitted to the Cabinet.

9. The Committee is invited to agree a set of standing panels for the year and is recommended to agree standing panel arrangements as previously. Scrutiny members should be aware that the Council is currently exploring changes to the governance and oversight of its Companies; should any changes be made that have implications for Scrutiny these will be subject to a separate report.
10. After identifying which panels to appoint, the Committee is requested to appoint Chairs of these panels and agree their full membership. The proposed Operating Principles stipulate that four or six councillors should sit on these panels, and that panel membership will be cross-party as follows:
  - 4 members (2 Labour, 1 Lib Dem, 1 Green)
  - 6 members (3 Labour, 2 Lib Dem and 1 Green)
11. The quorum for standing panels is two members for panels of four, and three for panels of six. If the quorum is not reached, some decisions may pass without formal cross-party scrutiny, and other items may need to be delayed.
12. The Members Allowances Scheme allocates a Special Responsibility Allowance equivalent to 25% of the Basic Allowance (£1,286 in 2021/22) to a maximum of two standing panel chairs, on the basis that panels meet at least five times a year. Where there are more than two standing panels, the total allocation of £2,571 will be divided between the panel chairs. This Special Responsibility Allowance is to reflect the additional responsibility of standing panel chairs.

### **Schedule of meetings**

13. Whilst Council has agreed the schedule of meetings for this year, there have been a few small changes to reflect changing Cabinet meeting dates and better alignment by Scrutiny with Cabinet meetings. Members of the Committee are invited to take note of the schedule of meetings for the remainder of the municipal year and to diarise these where necessary:

<b>Scrutiny</b>	<b>Finance and Performance</b>	<b>Housing and Homelessness</b>	<b>Companies</b>
08 June 21			21 June 21 <sup>1</sup>
14 July 21	08 July 21	05 July 21	
03 Aug 21	02 Aug 21		
08 Sept 21	06 Sept 21		20 Sept 21
05 Oct 21		06 Oct 21	
02 Nov 21		04 Nov 21	
06 Dec 21	08 Dec 21		14 Dec 21
18 Jan 22	24 Jan 22		
01 Feb 22		02 Feb 22	
07 Mar 22	09 Mar 22		28 March 22
05 Apr 22		04 Apr 22	

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<sup>1</sup> This date may well change

### **Alternative options for Standing Panels**

14. The Committee is not required to reappoint the recommended standing panels, and it may choose to appoint panels with different remits.
15. If the Committee decides to set up different standing panel arrangements, the Scrutiny Officer will liaise with the Scrutiny Committee Chair and return to the next available meeting with a revised proposal for agreement. Consideration would need to be given to the organisation's capacity to support the overall number of panels.

### **Co-Option**

16. The Scrutiny Committee has the right to co-opt members as non-voting members under the Local Government Act 2000 (section 9FA(4)). Section 13.3 of the Council's constitution allows the Scrutiny Committee to 'appoint non-voting co-opted members to serve for a specific policy review or until the next annual Council.'
17. At the end of last municipal year the Scrutiny function had one co-opted member. Tony Buchanan was co-opted onto the Housing Panel as a Council-tenant representative. Mr Buchanan has been an active and insightful member of the Housing Panel and is willing to continue in the role. It is recommended that he be appointed as a co-optee for a further year.
18. It is not recommended that further co-optees are appointed at this time, but that the Scrutiny function more regularly seeks to hear from key external stakeholders on case by case issues as they arise.

### **Other Changes - Scrutiny Work Plan**

#### **Cabinet Papers**

19. A key element underpinning the Scrutiny function's ability to discharge its responsibility to provide independent scrutiny and challenge is, as enshrined in Part 13.7 of the Council's Constitution, its ability to set its own programme of work. The bulk of this programme is made up selected Cabinet reports but is also augmented by Scrutiny-commissioned reports on topics it considers to be of particular importance. The work plan is an area, however, where Scrutiny's processes have not always worked as well as they might.
20. When giving pre-decision Scrutiny to Cabinet reports Scrutiny must fit its consideration within Cabinet's timetable for the report, as published in the Forward Plan. Scrutiny and Cabinet meetings are timed in relation to one another such that there is a window to allow Scrutiny to provide pre-decision Scrutiny of Cabinet decisions. This means that although Scrutiny has control over its work plan in deciding what it wishes to consider, it does not have complete control over the process. The timing of Cabinet reports coming to Scrutiny is determined primarily by the Forward Plan.
21. The problems for the Scrutiny work plan are most exposed when Cabinet reports are delayed. Delays can happen at relatively late notice with the consequence that a report

is unable to be considered at the meeting scheduled to hear it on the work plan, and without Committee members being aware that a scheduled report is no longer due to come to the expected meeting. Further, if a report is delayed at late notice it has proven unfair to call other officers and members in at late notice to present an alternative report. This has previously caused some meetings to be 'light' and Scrutiny members having fewer opportunities to influence policy than they otherwise would. The other consequence is that subsequent meetings can have a surfeit of important Cabinet reports to consider, with prioritisation between reports necessary. As such, a delay in a report going to Cabinet can mean Scrutiny does not consider an issue it had planned on doing so.

22. There is very little if anything Scrutiny can do to prevent Cabinet reports being delayed, but adopting a new approach to work planning, as explained in Appendix 2a will seek to mitigate the effects of those delays by ensuring the Committee's priorities are met as far as they can be within the constraints it faces, and that the number of reports the Committee considers is maximised.

### **Scrutiny Commissioned Papers**

23. As referenced above, Scrutiny has the power to commission its own reports. However, it should be recognised that doing so is significantly more resource-intensive for officers than presenting a report which is already being written for Cabinet to Scrutiny. The draft Scrutiny Operating Principles recognises this, stating that 'Items will be taken forward as resources allow, and the Committee must provide officers with sufficient notice and guidance on what they are requesting to consider, mindful of the impact on resources and the constraints of the organisation. The Scrutiny Committee and its Panels will provide as much notice as is possible when commissioning reports from council officers (minimum 8 weeks).' As a general rule, to allow time for consideration of reports in sufficient depth whilst maintain timely meetings of Scrutiny and its Panels will aim to have three reports for consideration. Being mindful of resource implications of Scrutiny-commissioned reports, it is recommended that no more than one such report is considered per meeting.
24. The decision for the report topics Scrutiny would like to commission is expected to be one made at the meeting on 14 July 2021. In preparation for that, the Committee is recommended to agree that ideas from members will be sent to the Scrutiny Officer for collation by e mail outside the meeting.
25. Attached to this report as Appendix 3 is a draft work plan to August 2020, which provides a recommended work plan until that date, which will enable items are considered until such point as the Committee has had time to organise its own priorities for the remainder of the year.
26. Attached to this report as Appendix 4 is a list of suggestions already made; these are comprised of suggestions by last year's Council members, senior staff, and recurring Scrutiny-commissioned reports.

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Job title	Scrutiny Officer
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<b>Background Papers:</b> None
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# Appendix 1

## **Scrutiny Committee Operating Principles 2021/22**

### **Meeting Arrangements**

1. At least 10 Committee meetings will be scheduled each year to match the Cabinet meeting cycle. This is to enable pre-decision scrutiny of decisions to be taken at the next Cabinet meeting.
2. All public addresses and councillor contributions will be directed through the Chair.
3. The Scrutiny Committee will hold the Cabinet and Senior Officers to account publicly at committee meetings.
4. The Chair will report regularly to Council on the work of the Scrutiny Committee. The Committee may also produce an annual report.

### **Standing Panels and Review Groups**

5. The Scrutiny Committee will set Standing Panels and Review Groups each year to consider selected issues in more detail.
6. Standing Panels will hold meetings throughout the year, and consider quarterly performance reports, executive decisions and other issues within their remit.
7. Review Groups will be formed to undertake issue led and time bound 'task and finish' reviews of specific issues, before concluding their work with a report and recommendations, usually to the Cabinet.
8. Review Group and Standing Panel meetings will be held in public or private as the meeting business dictates.
9. Standing Panel and Review Group Chairs must be members of the Scrutiny Committee and can be from any political group. Panel Chairs will be elected at the first meeting of the Committee in the municipal year. Review Group Chairs will be elected by the Committee when the groups are established.
10. Standing Panels will meet approximately 5 times each year. Review Groups will meet as often as is required for them to conclude their work. The Scrutiny Committee will oversee the work of Review Groups to ensure they do not overrun unduly.
11. The Scrutiny Committee will commission and scope the work of Standing Panels and Review Groups and therefore has final agreement on their recommendations. There may be occasions where this is not possible and standing panel reports will go directly to the Cabinet.
12. In any given year, the organisation ordinarily has capacity to support either:
  - a) 2 Standing Panels and 3 Review Groups; or
  - b) 3 Standing Panels and 2 Review Groups

# Appendix 1

13. No substitutions will be allowed on Standing Panels or Review Groups. This is to provide continuity of membership given the focused nature of their work.
14. Chairs of Standing Panels and Review Groups will report back to the Committee on progress and outcomes. They will also be invited to present their reports and recommendations to the Cabinet.
15. The quorum for standing panels and review groups shall be two councillors for panels of four, and three councillors for panels of six.

## Political Balance

16. The Chair of the Scrutiny Committee must be a member of the opposition, and the Vice-Chair can be from any political group.
17. The membership of Standing Panels and Review Groups will be set by the Scrutiny Committee and drawn from all non-executive members. Group secretaries will be asked to nominate members to any such groups for agreement by the Committee.
18. Standing Panels and Review Groups are not required to reflect the Council's make up, but the Committee will use the following cross-party principle guide for appointment:  
  
4 members: 2 Labour, 1 Lib Dem, 1 Green  
6 members: 3 Labour, 2 Lib Dem, 1 Green

## The Scrutiny Work Plan

19. The [Work Plan](#) will consist of a number of issues for consideration informed by consultation with all councillors and senior officers. Guidance criteria for prioritising work will be provided by the Scrutiny Officer, but the Committee is responsible for agreeing its Work Plan.
20. The Work Plan will be reviewed at every meeting and adjusted to reflect the wishes of the Committee and take account of changes to the [Forward Plan](#) of executive decisions.
21. Items will be taken forward as resources allow, and the Committee must provide officers with sufficient notice and guidance on what they are requesting to consider, mindful of the impact on resources and the constraints of the organisation. The Scrutiny Committee and its Panels will provide as much notice as is possible when commissioning reports from council officers (minimum 8 weeks).
22. The management of the Work Plan will be with the whole Committee, with the Chair and Vice-Chair taking an organisational role between meetings.
23. Individual members of the Scrutiny Committee, or any 4 other members of the Council (who are not members of the Council's executive), will be able to put an item on the agenda of a Scrutiny Committee. All Councillor Calls for Action and Call-Ins will be considered at a public meeting of the Committee.



# Appendix 1

24. Members of the public can also suggest a topic for the Work Plan. Suggestions can be submitted in person or via the Council's [Work Plan Suggestion Form](#).

## **Co-option**

25. At the discretion of the Committee, residents and other specialists may be co-opted as non-voting members of the Committee, Standing Panels and Review Groups, as the subject matter dictates for a period ending no later than the day of the first meeting of the next council year. The Committee may discontinue an appointment at any time.

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# Appendix 2a

## Proposals for Changes to the Scrutiny Work Plan

### Background

Historically, Scrutiny has sought to agree a work plan towards the start of the year which agreed the topics Scrutiny wished to consider, the forum at which those reports would be considered, as well as the date. These reports would be made up of a combination of Cabinet reports and Scrutiny-commissioned papers. However, Cabinet papers can be delayed for a multitude of reasons. This can have a number of consequences – too many reports for one meeting to consider and therefore some reports on the work plan not being included, or too few reports at a particular meeting. The latter is exacerbated by the fact that if a report is delayed at a late stage it is not fair on officers or Cabinet members to require their attendance at Scrutiny at the last minute.

To date, the Scrutiny Officer has held the responsibility to smooth over these fluctuations as far as possible, but inevitably in the previous year there were times when Scrutiny did not have a full complement of reports to consider at its Committee or Panel meetings, or items of priority to Scrutiny members were not brought forward.

### A Worked Example

Appendix 2b of the main report is a worked example of what this flexible approach would look like. The month of June has been included because it illustrates a number of the pressures and trade-offs involved.

In each month to September are listed the Cabinet reports which appear on the Council's Forward Plan, and any Scrutiny-commissioned reports. These reports are listed in order of priority; prioritisation is based on a number of factors – the TOPIC criteria,<sup>1</sup> whether Scrutiny is required to consider a report under the Constitution, and other factors such as whether there will be multiple opportunities to hear a report on a particular issue. It is important to emphasise that the Scrutiny Committee is not passive in deciding the prioritisation; this is the framework for determining what will be heard and the Committee will be asked at each meeting to agree the list of priorities or to amend it if it does not.

Generally speaking, it is felt that the Committee can engage meaningfully with three substantive (as opposed to administrative, such as the current one) reports at a meeting. More than that and the level of scrutiny possible faces the danger of drop off for lack of time. This limit does mean there are times where an important report cannot be considered. At the time of the original drafting of this report, for example,

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<sup>1</sup> TOPIC is an acronym used to assess possible reports against objective criteria:

**Timeliness** – is there a reason why this report should be considered now and not another time?

**Oxford Priority** – does this relate closely to a Council priority

**Public Interest** – is there significant public engagement in the issue?

**Impact** – can Scrutiny have a meaningful impact?

**Cost** – does the item involve significant expenditure or savings?

## Appendix 2a

the Oxford Electric Vehicle Strategy was scheduled to go to Cabinet in June (it is now scheduled for July). However, despite being a very high priority for the Committee it was not proposed to go onto the agenda of the current Scrutiny Committee meeting. This was simply a consequence of the number of important papers going to the June Cabinet, and the relative prioritisation of it and the other available high priority reports.

An additional bit of information included on the list is which forum – the main Scrutiny Committee or one of its particular panels – would be preferred to hear such a report. What is suggested is not binding and the overriding factor will be which issues the Committee deems as priorities. This is the reason, for example, why a report which would best be suited to the Housing and Homelessness Panel (Rough Sleeping) is on the agenda at Scrutiny. There is not a Housing and Homelessness Panel meeting scheduled to coincide with the report, and it is deemed too important to overlook.

For ease of reference, the Committee will be presented with a proposed work plan, which will be based on the priorities previously identified and meeting dates scheduled (see Appendix 3 to the main report, for an example). In light of the uncertainty over report dates, it will cover the current and forthcoming two months but not further. Should the Committee disagree with the prioritisation suggested by the Scrutiny Officer the work plan will be reworked in light of those changed priorities.

Once Scrutiny has agreed the reports it wishes to commission, these will be included on the work plan to the end of the year, simply because they are less liable to be delayed.

### **Conclusion**

In agreeing its priorities rather than the precise reports it wishes to consider and no more, Scrutiny will be better able to deliver a full timetable of the most relevant reports.

## Scrutiny Priorities

May 2021 to September 2021

Published on 28/05/21

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### Key:

Reports in **black** text are Cabinet reports

Reports in **green** text are Scrutiny-commissioned reports

Reports which are **greyed out** do not meet the threshold for Scrutiny consideration

### June 2021

#### Scrutiny Operating Principles 2021/22

Priority level: Very High

Preferred Forum: Scrutiny

To agree the Scrutiny Operating Principles and other administrative matters for the civic year 2021/22.

#### Oxford City Council Safeguarding Report 2019/20

Priority level: Very High

Preferred Forum: Scrutiny

To report on the progress made on the Oxford City Council's Safeguarding Action Plan 2019/20

#### Covered Market Leasing Strategy

Priority level: Very High

Preferred Forum: Scrutiny

There is a 10 year leasing strategy for the Covered Market which was agreed in 2015. The strategy is due to be refreshed at Year 5 (2020) to ensure it continues to reflect the ambitions and strategies for the Market.

#### County-Wide Transformation of Rough Sleeping

Priority level: Very High

Preferred Forum: Housing and Homelessness Panel

To update and seek approval on various workstreams linked to the county-wide work

on rough sleeping and single homelessness

**The Housing, Homelessness and Rough Sleeping Strategy – Homelessness Review and Evidence base**

Priority level: High  
Preferred Forum: Housing and Homelessness Panel

A report presenting the findings of the homelessness review and wider evidence base that will inform the new Housing, Homelessness and Rough Sleeping Strategy for Oxford, alongside the draft priorities for the new strategy, and seeks approval for the launch of a visioning consultation.

**Integrated Performance Report for Q4**

Priority level: High  
Preferred Forum: Finance and Performance Panel

A report to Members on Finance, Risk & Performance as at the end of the financial year.

**Salix decarbonisation grant funding**

Priority level: High  
Preferred Forum: Scrutiny

To seek approval to use part of Salix grant funding for decarbonisation projects as a loan to the Low Carbon Hub.

**Wolvercote Neighbourhood Plan**

Priority level: High  
Preferred Forum: Scrutiny

The Wolvercote Neighbourhood Plan sets out statutory planning policies specific to the Wolvercote Neighbourhood Plan area. The document is to go to Council to be 'made' following the referendum.

**Housing First programme**

Priority level: Medium  
Preferred Forum: Housing and Homelessness Panel

To seek project authorisation for a Housing First programme with the aim of supporting the council's objective to end rough sleeping.

**Approval to proceed and undertake the executive function of Cherwell District Council for housing allocation**

NA

<b>identified in the Duty to Cooperate.</b>	
Approval of exercising the Duty to Cooperate with Cherwell District Council to meet Oxfordshire's unmet housing need and an update on the wider Oxon district agreements with West Oxfordshire District Council, and South and Vale District Council.	

<b>Appointments to outside bodies</b>	<b>NA</b>
To agree appointments to charities, trusts, community associations and other organisations for the 2021/22 Council Year.	

## July 2021

<b>Oxfordshire Plan 2050 Regulation 18 (Part 2) consultation document</b>	Priority level: Very High Preferred Forum: Scrutiny
To approve the Oxfordshire Plan 2050 Regulation 18 (Part 2) consultation document for public consultation.	

<b>Scrutiny Commissioned Reports</b>	Priority level: Very High Preferred Forum: Scrutiny
To agree Scrutiny's preferred topics on which to commission reports for the civic year 2021/22.	

<b>Asset Management Strategy</b>	Priority level: Very High Preferred Forum: Finance and Performance Panel
The Asset Management Plan - strategy for the property portfolio for OCC	

<b>Scrutiny Performance Monitoring Priorities</b>	Priority level: Very High Preferred Forum: Finance and Performance Panel
To agree which KPIs Scrutiny will monitor for the forthcoming year	

<b>Oxfordshire Electric Vehicle Strategy</b>	Priority level: Very High Preferred Forum: Scrutiny
No further details currently	

<b>Housing and the Green Agenda</b>	Priority level: Very High Preferred Forum: Housing and Homelessness Panel
To hear the ways that the Council's Housing function is engaging with and contributing towards the Council's carbon-reduction ambitions.	

<b>Urban Forest Strategy</b>	Priority level: High Preferred Forum: Scrutiny
The trees and vegetation that make up the urban forest provide a range of benefits such as habitat for biodiversity, carbon storage and flood protection. This strategy is for the whole city, not just City Council land and seeks to protect what we have, increase what we have, and engage communities and stakeholders in the process. The strategy has a target to increase the overall canopy cover for Oxford using the "right tree, right place" principle. The strategy highlights specific areas where there is particularly low canopy cover or where benefits can be maximised.	

<b>Determination of Shared Ownership Rent Levels</b>	Priority level: Medium Preferred Forum: Housing and Homelessness Panel
To determine future Shared Ownership rent levels.	

## August 2021

<b>Social Value in Procurement Update</b>	Priority level: High Preferred Forum: Finance and Performance Panel
To receive an update report on the Council's integration of social value considerations as part of its procurement process	



<b>Tourism Review Group Update</b>	Priority level: High Preferred Forum: Scrutiny
To receive an update as previously requested by the Scrutiny Committee on the progress against agreed recommendations from the Tourism Review Group, and a more general update on the Council's activity for opening up tourism in the City as restrictions ease.	

## September 2021

<b>A report to set out the Council's Treasury Management activity and performance for the financial year 2020/2021</b>	Priority level: Very High Preferred Forum: Finance and Performance Panel
A report to set out the Council's Treasury Management activity and performance for the financial year 2020/2021.	

<b>Integrated Performance Report for Q1</b>	Priority level: High Preferred Forum: Finance and Performance Panel
A report to Members on Finance, Risk & Performance as at 30 June 2021.	

<b>Discretionary Housing Payment Policy</b>	Priority level: High Preferred Forum: Scrutiny
To review the operation of the Discretionary Housing Payment policy, and to amend the policy, if required.	

<b>Council Tax Reduction Scheme for 2022/23</b>	Priority level: Medium Preferred Forum: Scrutiny
A report to seek approval for proposals to consult on the Council's Tax Reduction Scheme for 2022/23.	

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# Appendix 3

## Proposed Scrutiny Work Schedule

June 2021 to August 2021

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### June 2021

Committee/Panel	Meeting date	Reports
Scrutiny Committee	08 June	<a href="#">Scrutiny Operating Principles 2021/22</a> Safeguarding Covered Market Rough Sleeping
Finance and Performance	None	
Housing and Homelessness	None	

\*Companies Scrutiny Panel reports follow those going to the Shareholder and Joint Venture Group

### July 2021

Committee/Panel	Meeting date	Reports
Scrutiny Committee	14 July	<a href="#">Scrutiny Commissioned Reports</a> Oxfordshire Plan Oxfordshire Electric Vehicle Strategy (Urban Forest Strategy)
Finance and Performance	08 July	Asset Management Plan <a href="#">Performance Monitoring Priorities</a>
Housing and Homelessness	05 July	Shared Ownership Rent Levels <a href="#">Housing and the Green Agenda</a>

# Appendix 3

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## August 2021

Committee/Panel	Meeting date	Reports
Scrutiny Committee	03 August	Tourism Review Update
Finance and Performance	02 August	Social Value in Procurement Update

# Appendix 4

## **Current Suggestions for Longlist of Scrutiny-Commissioned Reports**

### Councillor Ideas

- Covid-recovery
- The Covered Market - value for money?
- Council supported advice centres – value for money?
- Major projects review – lessons learnt
- The value of Social Impact Bonds
- Childhood poverty in the city
- Health inequality the city in the light of Covid and the role of city council
- Inequality more broadly- economic, social and educational attainment
- Creating a healthier city population and role of city council
- Leisure provision update
- Council owned garages: future uses- too small for modern cars- useful space for housing?
- Future of the city centre- post Covid
- Impact of HMO regulations
- Empty houses in the city
- Youth Ambition programme
- Review changes needed for the next local plan revision
- Review biodiversity policies and plans (Biodiversity Action Plan is out of date)
- Review delivery of net zero carbon plans
- OCHL building specifications
- Review of ODS depot feasibility assessment
- Fly-tipping and littering: a review of other council approaches
- Update on the Council's retrofit of its housing stock to increased environmental standards

### Regular/Standard Items

- Scrutiny-commissioned performance reports
- Housing Performance
- Climate Emergency Review Group update
- Tourism Review Group update
- Domestic Abuse Review Group update
- Social Impact in Procurement
- Waterways update

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**To:** Cabinet  
**Date:** 16 June 2021  
**Report of:** Head of Corporate Strategy  
**Title of Report:** Oxford City Council Safeguarding Report 2020/21

Summary and recommendations	
<b>Purpose of report:</b>	To report on the progress made on the Oxford City Council's Safeguarding Action Plan 2019/20
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Cllr Louise Upton - Cabinet Member for a Safer, Healthier Oxford Champion for Cycling and Walking
<b>Corporate Priority:</b>	Supporting Flourishing Communities
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Note</b> the key achievements of the Safeguarding work delivered through Oxford City Council during 2019/20;
2.	<b>Agree</b> the Safeguarding Action Plan 2021/22 set out in Appendix 1; and
3.	<b>Approve</b> Oxford City Council's safeguarding policy updated May 2021

Appendices	
Appendix 1	Oxford City Council's Safeguarding Action Plan 2021/22
Appendix 2	Oxford City Council Policy and Procedures for safeguarding children, and adults with care and support needs
Appendix 3	Oxfordshire Safeguarding Children Board (OSCB) Governance Structure
Appendix 4	Equalities Impact Assessment

## **Introduction**

1. This is an agreed annual report to Cabinet on how we are fulfilling our statutory safeguarding duties within Oxford City Council. It aims to
  - Outline the multi- agency safeguarding arrangements in Oxfordshire
  - Share the results of the safeguarding self-assessment audit 2020.
  - Highlight the key achievements and progress made in relation to the safeguarding work delivered by Oxford City Council.
  - Recognise the impact of COVID-19 on safeguarding issues and Oxford City Council's responses to these
  - Focus on areas identified to strengthen in 2021/22, collated within an action plan attached at Appendix 1.
  - Consider identified challenges and risks in relation to external environment and actions that we will contribute to, to support the system.
2. Oxford City Council has a legal duty of care to ensure children and adults at risk are protected within the facilities, services and activities under the direct remit and control of the Council. The Council has specific legal responsibilities under the Children Act 2004 (section 11) and the Care Act 2014 (sections 42-46) which aim to make sure the welfare and development needs of children are met and that children are protected from harm.
3. Safeguarding is the action taken to promote the welfare of children and vulnerable adults and protect them from harm as well as protecting children and vulnerable adults from abuse and maltreatment, preventing harm to children's health or development and ensuring that they grow up with the provision of safe and effective care enabling them to live free from harm, abuse and neglect.
4. Oxford City Council's Safeguarding Policy builds upon existing good practice across its services and sets out its safeguarding policies and procedures.
5. The Safeguarding Policy has been reviewed in May 2021, the updated Policy can be viewed in Appendix 2.

The updates include

- Appendix 1 – MASH Glossary of terms
- Appendix 2 – Link to internal safeguarding page
- Appendix 3 – Link added on Discrimination

## **Oxfordshire Multi Agency Safeguarding Arrangements (MASA)**

6. The development, delivery and quality monitoring of safeguarding service provision is the responsibility of the Oxfordshire Safeguarding Children Board (OSCB) and Oxfordshire Safeguarding Adults Board (OSAB).
7. The Children and Social Work Act 2017 introduced flexibility to replace Local Safeguarding Children Boards (LSCBs) with new local safeguarding arrangements. It also established that collective responsibility and accountability of these arrangements lies with Oxfordshire County Council, the Clinical Commissioning Group and the Police, “the three safeguarding partners”.



8. In response to these changes, the three safeguarding partners in Oxfordshire have made arrangements to work together as an Executive Group with overall accountability for safeguarding consisting of the Chief Executive of Oxfordshire County Council, the Assistant Chief Constable of Thames Valley Police and the Accountable Officer of The Clinical Commissioning Group.
9. The purpose of the Executive Group is to work with relevant partners through the Oxfordshire Safeguarding Children Board (OSCB), under the leadership and scrutiny of an independent Chair, Derek Benson, newly appointed to the role.  
  
The focus of the Executive Group this year has been to oversee the multi-agency COVID-19 Opportunities and Risks register, and as key statutory agencies ensure they are sighted on new and emerging concerns, seek evidence and assurance from OSCB the concerns are being addressed and there is no duplication across the system.  
  
The independent Chair acts as the link between the Executive Board and the OSCB.
10. The Business Group continues to work operationally under the OSCB. This group includes all the chairs of OSCB sub-groups and strategic leads for operational services. Its purpose is to recognise emerging concerns, problem solve, work collaboratively across the system and escalate issues when needed. The Council's Policy and Partnership Team Manager is a representative on the group for both City and all Districts. The key focus for this group over the last 12 months have been:
11. Food and Fuel poverty
  - Actions of the group - The Joint Community Hub working group is bringing together initiatives to enhance welfare support through Community Hubs at City and District Councils and Voluntary and Community Sector (VCS).
  - Oxford City Councils food response was designed around the lockdown, particularly aimed at people who were vulnerable, housebound, and those that would not have access to or could not afford food.
  - Oxford City Council set up a single point of contact telephone number and using the locality hubs as a base, set up an emergency food parcel delivery system for our residents.
  - We also worked with Oxford Brookes University and Good Food Oxford to create a balanced and nutritious food parcel offer that was sensitive to cultural and religious requirements such as Halal and Kosher.
  - In addition to the delivery of the emergency food parcels, we also began contacting the recipients to understand the root causal issues and began offering support through Council services and other partner services, such as advice centres.
  - As we moved through the pandemic our support to the most vulnerable through the Community Food System evolved. The system now includes food banks, community food larders, local community fridges, SOFEA, GFO and community food operations such as Oxford Mutual Aid and Oxford Community Action.

- The support included Oxford City Council targeting funding through Government Food Essentials Funding and COVID Winter Support grants amongst others. In addition we supported the system with logistics such as vans and drivers, signposting groups to training such as safeguarding and support with their own systems and processes.

We worked with Good Food Oxford (GFO) to set up the City Community Food network, within the City this enables the sharing of resources, joint opportunities, upcoming issues and working together to ensure that nobody falls between the gaps

- Oxford City Council supported local Schools to ensure free school meals were provided for those that are eligible and continued in school holidays through participating in data mapping exercise to identify children and families and attending weekly sessions with social and health care colleagues to review the needs of families identified and target outreach support

## 12. Vulnerable Children

There is growing concern about children hidden from view for periods of time during the pandemic, this intensified by non-attendance to school.

Attendance for vulnerable children on educational health care plans has been 88% and we have seen an increase in home elective education of 38% since September last year.

Action of the group

- Early help teams are prioritising contact with these children and families and are
- Risk assessing every individual child within a family unit
- Weekly system calls have been established to discuss caseloads and children of concern
- Joint plans have been developed to support these children
- Oxford City Council's Youth ambition team are included in the system calls. They are currently supporting children directly through this early help mechanism

## 13. Children missing out on education

Oxford City Council was concerned about the percentage of children missing out on education and the exacerbation of the attainment gap for disadvantaged children before COVID-19. In response to this concern an education summit was convened, led by Oxford Strategic Partnership (OSP), to start a dialogue about finding a collaborative way forward to address this issue

The education summit came up with a set of recommendations and subsequent actions, in summary

- Lobby Government for establishment of an Education Opportunity Area in Oxford.

OSP to commission letter to Secretary of State signed by members + MPs  
+ others setting out case for Oxford Opportunity Area

- Set up computers for schools donation programme  
Oxfordshire Community Foundation coordinating a programme targeting donated laptops to schools for use by digitally excluded children
- CPD expansion and creation of linkages between existing programmes  
Oxfordshire teaching schools – 100 trainees  
Brookes and Oxford University CPD collaboration  
County Council support programme with Oxford Head Teachers  
Examine the creation of a funding pot to help backfill teachers released for training
- Increase partner involvement with oxford community impact zone  
Invite much wider group of stakeholders including businesses to participate in Community Impact Zone (CIZ)
- Expansion of schools access programme  
Mapping exercise within Oxford University + Colleges to better understand existing links with schools  
Expand twinning arrangement to involve other Oxford colleges and local schools

Progress already made on action - Set up computers for schools donation programme.

This lack of digital access has been intensified with home schooling, poverty, larger families requiring more than one device to support children equally in the home.

Officers from Oxford City Council worked with the COVID-19 Education Cell at Oxfordshire County Council to feed into a needs gap analysis survey for school laptops.

Meetings between City Council, Oxford University, County and OCF looked at a potential donation pipeline.

210 Oxford City Council laptops were identified as available for donation

Officers have been liaising with an established partnership '[Planet 200](#)' between a City Council IT contractor Planet IT and The Oxford Academy, a school which services three of the areas of highest need in the City (Blackbird Leys 10%, Rose Hill 20% and Littlemore 20%; IMD) and with 32% of its students in receipt of Free School Meals.

14. The business group has developed the Risk Register, which identifies key areas of concern in relation to the impact of COVID and it is monitored and reviewed at every meeting

15. Oxford City Council is further represented on the performance and quality assurance group, training sub groups, exploitation sub group, neglect strategy group, as well other task and finish groups.
16. A diagram showing the full Safeguarding governance framework can be viewed in Appendix 3
17. The Adult Safeguarding Board, OSAB also has an independent Chair, however the post is currently vacant, with recruitment under way. The Policy and Partnership Team Manager is the City Council's representative on this Board and has been welcomed onto the interview panel for a second time for the new independent Chair appointment.
18. All of the boards and sub groups have continued to meet virtually throughout the pandemic. The OSCB business group increasing the amount of meetings.

### **Oxford City Council Safeguarding Responsibilities**

19. Oxford City Council has a statutory duty to ensure that, in discharging its functions, it has regard to the need to safeguard and promote the welfare and well-being of children, young people and adults with care and support needs. Day to day safeguarding challenges are supported and managed by a group of Safeguarding Champions from across service areas with oversight being provided by the Safeguarding Coordinator and three Designated lead officers
20. Oxford City Council is required to complete an annual self-assessment to evidence standards in the quality of its safeguarding work. The self-assessment audit, which is a joint audit between the OSCB and OSAB spans across all Council departments, is approved by the Council's Strategic Safeguarding Group and the Head of Corporate Strategy. The audit then goes through a vigorous peer group assessment process with the Council's countywide partners for challenge and approval. This year Oxford City Council has been able to evidence best practice in all areas for the fourth consecutive year.
21. Adult safeguarding procedures support adults who are at greatest risk. Those who rely on others (staff, family and neighbours) for their care and support. In Oxfordshire this is an estimated 43,419 people.
  - In 2019-20, Oxfordshire County Council was contacted 1,530 times on the consultation line that provides support and guidance to a person concerned about an adult.
  - 5,116 Concerns were raised. Out of these concerns raised 1,296 people required services under the care act – 25%.
  - The impact of COVID has seen an increase in mental health, social isolation and people struggling with bereavement and loneliness.
  - Oxford City Council's own staff, reporting into our safeguarding concern system MYCONCERN, are also reflecting the increase in these wellbeing challenges, with an increase in reports during lock down.
  - Oxford City Council has utilised this information by ensuring staff working in the locality HUBS target their work, receive training needed to confidently work with these issues, understand the system pathways to enable sign posting and timely appropriate support for these individuals.

- Oxford City Council trained 100% of all locality HUB staff within the first 4 weeks of the first lock down, integrated our policy, procedure and Safeguarding process within our work with local partners and provided end-of-day HUB staff support sessions to manage and support both residents and staff with issues arising daily.
- Oxford City Council has worked directly with The Oxford Hub to offer support and guidance on safeguarding practice and working with volunteers.

The child population of Oxfordshire has grown by 7% in the last ten years and is estimated to stand at 143,400 young people aged under-18. Alongside this growth there has been increased demand for services particularly in referrals to child mental health services. Neglect is the most common reason for children to be subject to child protection plans (65% at end-March 2020). This is higher than the national average, of 48%.

To respond to this local concern an independent peer review was initiated by the County Council to try and understand where we could target resources differently to make a more marked impact on this issue. The OSCB Neglect strategy 2020/23 has been developed and an Action Plan managed by the Neglect Strategy Group. In addition, each member agency of the Neglect Strategy group has been asked to develop its own Neglect Action Plan based on suggested common core components and report back to each quarterly meeting, in order to ensure a more robust ownership and responsibility at an individual as well as a collective agency basis. The peer group findings showed that to tackle Neglect effectively it needed a system wide approach.

22. Oxford City Council has incorporated specific actions in relation to the core components within our action plan. These are:
  - Include a specific slide on Neglect in awareness briefings for staff and councillors.
  - Offer training to front facing teams on using the neglect practitioner assessment tool, to support staff to check list their thoughts and thinking.
  - Two staff to attend the neglect practitioner forums, to share good practice and cascade through our champion network.
  - Ensure that learning from neglect serious case reviews is shared within our Communications plan, through videos and the voice of the child's lived experience.
  - Ensure our Housing teams record all concerns on our central MYCONCERN system.
  - Share case examples on the intranet.
  - The Policy and Partnership team manager presented the cross district action plan and reported on the progress of the actions to the March Neglect Strategy Group.
  - The Multi-Agency Safeguarding Arrangements (MASA) Executive Group is taking a keen interest in how the work to tackle neglect is progressed.

## Safeguarding Audit 2020

23. Oxford City Council was required to evidence its standard of work in the following areas:

For 2020, the standards that are being assessed are as follows:

1. Leadership, Strategy and Working Together
2. Safeguarding Board Effectiveness
3. Service Delivery and Effective Practice
4. Commissioning Arrangements
5. Impact Assessment

24. The evidence provided is given the following RAG rating:

**Green** – Fully met and evidenced – Best Practice

**Amber** – the standard/compliance point is not met but work has begun or work is underway but has experienced delays in completion

**Red** – the standard/compliance point is not met, work is not underway and there are issues with commencing work

25. Oxford City Council's assessed standards were as follows:

	Leadership, strategy and working together	Safeguarding Board Effectiveness	Service delivery and effective practice	Commissioning arrangements
Oxford City Council	<b>Green</b>	<b>Green</b>	<b>Green</b>	<b>Green</b>

The full Self-Assessment is available as a background paper to the report

A peer review was held in March that enables partners to check and challenge the self-assessments of different organisations. Oxford City Council upheld there green ratings across all 5 areas within this process for the 4<sup>th</sup> consecutive year.

## Key achievements to note 2019/20

### Leadership, Strategy and Working Together

26. The Head of Corporate Strategy has taken overall responsibility for Safeguarding, following removal of the Assistant Chief Executive role from the Council's

structure. Three senior staff members are designated as safeguarding leads. These leads will support the Head of Corporate Strategy to deliver this agenda. Achievement this year have included:

The Council's Policy and Partnership Team Manager / and former Assistant Chief Executive have attended all four board meetings and Executive board meetings for both OSCB and OSAB this year. An example of constructive challenge to OSAB this year from Oxford City Council has been:

- As Chair of the Refugee, Vulnerable Migrant and Asylum Seeker coordination group for Oxford we had been discussing as a partnership that there have been growing concerns about the availability and access to interpretation services for people who are experiencing domestic abuse issues or health concerns.
- Oxford City Council supported the providers to bring a report with real case examples to the group. Oxford City Council presented this report to OSAB with a call to the board to explore the safeguarding issues that had arisen for this vulnerable group due to lack of accessible interpretation services.
- As a result of this challenge, the Board worked effectively across the partnership to produce a poster and campaign for health services to increase awareness to all health staff about the interpretation services available. The Board wrote back to the group to inform them of the actions taken.
- The Council's Policy and Partnership Team Manager has participated in three serious case reviews and subsequent peer learning events this last year.
- The learning/recommendations from these serious case reviews have resulted in the following actions:
  - An audit of safeguarding practice across our housing team functions.
  - Targeted training on central reporting system MYCONCERN.

Oxford City Council staff have engaged with and are supporting the recommendations from the recent 'JACOB' serious case review and will be participating in all three work streams highlighted within the report in relation to

Education

Child exploitation

System approach.

Cllr Louise Upton has also participated in the learning review workshop

- Oxford City Council put forward the Safeguarding Serious Adult review (SAR) for the homelessness deaths and requested an independent review of these and the process. This resulted in an independent review report, an ongoing conversation with County and multi-agency action plan.
- This multi-agency action plan aims fulfil all the recommendations in the review and gain traction on a whole systems approach to homelessness countywide. This is making good progress.
- A new Governance structure for homelessness has now been established and convened for the first time in this capacity in May. Oxford City have been

striving towards this system wide support for some time, this is a very positive step forward.

- A strategic, planned approach to domestic abuse, Oxford City Council has actively contributed to the development and delivery of the countywide plan and continues to deliver bespoke services for victims of domestic abuse.
27. Our internal safeguarding structure ensures we have a clear line of communication between the OSAB, OSCB, and the Council's strategic safeguarding group. We have responded to changing need during COVID-19 and integrated the Locality Hub work into this framework by linking in safeguarding champions to each of the 6 Locality Response Hubs - providing 7-day-a-week support over longer hours.
28. We refreshed all training to support, encourage and enable staff to report through MYCONCERN.
29. We allocated staff to support Oxford Together's management of their volunteer database, ASANA, with Super-users providing safeguarding support, advice and coordination of requests across a range of partners.
30. The MYCONCERN application has had a positive impact on the safeguarding culture within Oxford City Council. Quarterly reports are published on the intranet to show staff across the organisation the current areas of concern. Reporting trends in relation to topic or service area are brought to the attention of the strategic safeguarding group for discussion and further consideration.
31. Most recently two we have identified are:
- Much higher reports of poor mental health in adults – although we saw an increase in reports into MYCONCERN particular through the lock down periods of the pandemic it was evident that staff were unclear about how to manage or sign post these concerns. As a result we have imbedded our mental health worker into the case management meetings to offer advice and guidance on pathways into services.
  - During December 2020 it was noted that we had a decrease in child reported concerns, which did not reflect the local picture. After further exploration this was a positive outcome of the imbedded Youth Ambition workers in the system weekly call, engaging with these vulnerable children at a much earlier stage with other partners, preventing a safeguarding referral being required.

### **Commissioning, Service Delivery and Effective Practice**

32. The 2020 self-assessment did not require Oxford City Council to audit its smaller commissioned service this year, these are services that are funded through our grant programme, and external funding streams in housing. Nevertheless, we considered it best practice to continue to audit organisations that work directly with, provide services to, or have contact with children or adults with care and support needs; recognising that safeguarding is more important than ever during these difficult times. We have selected 5 providers to undergo audit this year from our providers list and these audits will be complete by end of March 2021. This



aims to offer the City Council reassurance that safeguarding practice remains of the highest quality and further support is offered where required to our smaller providers.

### **Performance & Resource Management**

33. Now that the MYCONCERN application is fully implemented the Council is able to track the number of safeguarding concerns raised, referral rates and reporting trends. From 1<sup>st</sup> August 2018 – 30<sup>th</sup> April 2019 there have been 135 concerns logged. The proportion of adult concerns to child concerns is 70%-30%.
34. From these 135 concerns, 63 were referred to either adult or child safeguarding teams or directly to emergency services. The remaining concerns, not referred further, were managed internally or sign posted to a different service for support.
35. The Council raises awareness of safeguarding responsibilities and how to raise concerns.
36. The Council's one hour awareness briefing session, which is now an interactive online session, has enabled us to continue to deliver the sessions throughout the pandemic.
37. Sessions have also been made available and delivered to Councillors in December 2020, including providing local impact information on the effects of COVID. There are more planned for June/July.
38. Managing Suicide threats had become an increasing concern for our customer services teams, who were managing day-to-day challenging conversations, we provided bespoke training and guidance notes to support and upskill staff.
39. We asked staff in the annual safeguarding questionnaire if this still remains a concern further to introducing targeted training and guidance. The majority said it did not and gave positive case example of how they had used the training in their work.
  - Training session on MYCONCERN delivered at team level
  - Intranet pages being regularly updated with information and key messages
  - Quarterly newsletters showing staff what have been the main trends of safeguarding reports and what teams are reporting, through visual graphs.
  - Let's talk sessions for staff to learn and share interactively about the issues

### **Outcomes for, and Experiences of, People Who Use Statutory Services**

40. As part of the Health Inequalities Project Oxford City Council has funded two embedded mental health workers who sit within the Tenancy Sustainment Team. The team manage high risk tenants with complex needs. The two mental health professionals are supporting housing officers to better understand mental health issues, risk and management of concerns and navigate the most appropriate pathways for support for these clients.
41. The Council has evaluated the client experience of this project, the main areas of success have been:

- The intense support the embedded mental health workers provided to the 24 tenants in phase 1 of the project which led to many tenants accessing the most appropriate services. This has been key to achieving positive tenant outcomes for both their physical and mental health, and has reduced demand on services.
  - Phase 2 (May 2020 – May 2021) of the project has seen an additional 28 clients supported, with varying levels of mental health and tenancy sustainment issues.
  - As a result of this support, 27 are now engaging with services within the OMHP, 13 of these tenants avoided Mental Health Act assessment/hospital admission/section, and 5 tenants avoiding re admissions to hospital. 2 tenants also stopped recurring self-harm and suicide attempts, which had been entrenched behaviour for a number of years.
  - 16 tenants complied and sustained compliance with their medication over the period of support, with 8 engaging with their mental health treatment team and 7 with the outreach team.
  - Primary prevention work also formed a key part of support provided, to keep tenants well and engaging. 15 of the tenants began to have contact with friends and family, 10 reduced or cleared their debts and 7 attending therapy, group support or volunteering.
42. The Health Inequalities Project reports progress into the Health Inequalities Commissioning Group, which works in partnership with many agencies across Oxfordshire and is currently chaired by Oxfordshire Clinical Commissioning Group.
43. The success of this project has resulted in us securing further funding to extend this for another further year. With an aim to support a further 100 clients in the community.
44. The inclusion of modern slavery in the Care Act 2014 as a form of abuse means that the subject of modern slavery is included in the remit of adult safeguarding in England. Oxford City Council As part of the Thames Valley Partnership is hosting the Victims First Willow Project<sup>1</sup>. The Thames Valley-wide service seeks to identify and support those individuals who are assessed as being victims of exploitation or who are deemed to be at risk of exploitation. The project has also provided in-house modern slavery training to front line staff in the Anti-Social Behaviour and Community Response Teams.
45. Oxford City Council's successful bid to the Controlling Migration Fund has enabled us to commission research to investigate the nature and extent of modern slavery and trafficking in Oxford. The findings will be used by city and county-wide bodies responsible for community safety to:
- Identify where exploitation is happening and who is vulnerable

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<sup>1</sup> The Willow Project is part of 'Victims First' and is one of a number of services for victims commissioned by the PCC. It will be delivered by Thames Valley Partnership under a two year contract with the Office of the Police and Crime Commissioner.

- Understand how to protect and support victims better
- Make it harder for exploiters and traffickers to operate in our area
- Our successful bid to the controlling migration fund has enabled a detailed piece of local research into modern slavery. The final report is about to be published

### **The key areas of focus for 2021/22**

46. To support the priorities of the OSAB and OSCB and to further improve safeguarding provision in all of Oxford City Council's service areas, our analysis identified the greatest needs as:

1. Homelessness
2. Mental Health and Wellbeing
3. Healthy Lifestyles

Details on actions being taken forward to support these areas can be found in Appendix on actions we will take to address these priorities can be found in Appendix 1.

### **Risks and Challenges**

47. The sheer volume of work related to vulnerable adults affected by mental health issues, drugs and alcohol.

- Preventing homelessness and reducing rough sleeping remains a top corporate priority under "Thriving Communities". The Council continues to commit to services and support for rough sleepers and single homeless people
- Oxford City Council continues to successfully attract large amounts of grant (e.g. Rough Sleep Initiative 3 at £1.5m and recently Next Steps Accommodation Programme funding at £1.064m for short term services and £600 for longer-term services.)
- Operational changes brought about by the implementation of the Homelessness Reduction Act in 2018 see Oxford City Council having duties to many more single people, who are often vulnerable due to their complexity of needs. Our teams have met this challenge but there are often concerns, including safeguarding concerns for many clients' welfare.
- We have extended the work of the embedded mental health worker for a further 12 months and continue to bid for additional monies for further extension of this model.
- Another significant pressure is the higher number of deaths of rough sleepers – mainly in our supported accommodation but also sometimes on the streets.
- The recommendations and subsequent action plan for the homelessness review referred to point 28 of this report has begun to address the system

wide approach to homelessness and culture change in supporting this client group.

48. It is also important in the next 12 months to ensure that:

- Safeguarding is embedded across all services areas
- Team managers are able to support staff with safeguarding concerns
- Staff can confidentially raise concerns for colleagues
- New staff induction programmes include access to MYCONCERN and appropriate training
- Members receive training and understand how to report safeguarding and handle sensitive information
- Training addresses local and national concerns
- Sufficient horizon scanning is conducted to allow the Council to predict impending trends, changes to government priorities and funding opportunities
- Staff are listened to through the internal survey about what they feel they need support with most in relation to good quality safeguarding practice.

### **Financial implications**

49. Oxford City Council contributes an annual contribution towards the running costs of the OSCB of £10,000 and the OSAB of £10,000. The Council has two members of staff who are active trainers who contribute to the OSCB training pool and one for the OSAB training pool.
50. All work identified in this report can be funded from within the Policy and Partnerships budget.

### **Legal issues**

51. Oxford City Council's legal responsibilities are set out in the body of the report and the Appendices, by reference to various Acts including - Children Act 1989/2004, Care Act 2014, Modern Slavery Act 2015, Homelessness Reduction Act 2018, Mental Capacity Act 2005, Equality Act 2010 and Children & Social Work Act 2017. Otherwise there are no legal implications arising from the report.

### **Equalities impact**

52. Oxford City Council's Safeguarding Policy is attached as an appendix.
53. EIA is attached as an appendix, there are no issue to highlight.

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<b>Background Papers:</b>	
1	Safeguarding self - assessment 2020

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# Appendix 1



## Appendix 1: Oxford City Council Safeguarding Action Plan January 2021 - January 2022

### Key Influences/inputs

- Corporate Plan
- The Safeguarding Self-Assessment Audit
- Oxfordshire Safeguarding Children's Board (OSCB) Business Plan
- Oxfordshire Safeguarding Adults (OSAB) Business Plan
- Oxford City Council's Children and young people strategy
- Oxfordshire Children's and Young Peoples plan

The annual Safeguarding Self- Assessment Audit is a joint audit between the OSCB and OSAB.

The Action Plan Framework is based on the Self-Assessment Standards and it is aimed at maintaining best practice across Oxford City Council

Standard	Objective	Action	input	Desired outcome	Lead	Timescale
<b>3</b> <b>1, Leadership, Strategy and working together</b>	Concerns, trends and issues highlighted at strategic safeguarding officers quarterly meeting	Present dashboard at quarterly meeting. provide brief on key observations	Group discussion and planning on issues identified.	Better knowledge across the organisation on safeguarding themes and current issues.  Training and information targeted at specific issues	Dani Granito	Quarterly meetings
	Neglect Strategy Actions monitored	Peer review feedback from quarterly neglect strategy meeting to be an agenda item for safeguarding champions and DSO'S	Staff to use neglect practioner tool to support with assessment and decision making.	Identify neglect early and evidence appropriate signposting ad referrals though MYCONCERN. Staff survey shows a more confident understanding of the issue	Dani Granito / Laura Jones	Quarterly meetings
	Safeguarding policy and procedures remain current	Annual review and update	Cabinet sign off and circulated to all staff. Referred to in safeguarding briefing.	Easily accessible procedural guidance and support for all staff.	Laura Jones	Jan 2022

# Appendix 1

	Raise awareness of safeguarding  SCR points cascaded throughout organisation	Produce a Newsletter containing MYCONCERN data, circulated every three months via intranet news page and email. Let's Talk session. Leadership Conversation session. Case examples	Engagement across organisation offering opportunity for learning and accessing information	Visual representation of the safeguarding work cross City Council Greater understanding. Dissemination of learning from serious case reviews	Laura Jones Dani Granito	All year
	Promote the Safeguarding Champion structure	Use internal communications to publish profiles of champions.	Use case management examples to share with staff.	Imbed positive safeguarding culture	Laura Jones	All year
	Coordinate external communication plan with Districts and County to ensure coordinated response to key dates and themes.	Bi-annual district meetings.	Communication Strategy for safeguarding and key messaging throughout the year	Clear communication plan for key messages for maximum impact county wide.	Laura Jones	All year
64	Support Oxford Direct Services in delivering safeguarding.	Share training materials, information and updates from Safeguarding Boards.	Coordinated safeguarding approach from city and Council and ODS	Increase knowledge and awareness across ODS and increased reporting rates.	Laura Jones	All year
	Develop Champions Network at ODS	Champions network to provide support and guidance to ODS colleagues	Improve reporting standards and referral times	Raising standard of referrals	Laura Jones Dani Granito	June 2021
	Increase the centrally recorded data on modern slavery cases visible on MYCONCERN	Where Modern Slavery is suspected on a premises, disclosed or person is at risk of MS record details on MYCONCERN.	Identify training need and reporting trends in service areas.	Raise awareness of risks and signs that MS is present	Linda Ludlow	All year
	Support the development of the new local governance structure	Implement and coordinate domestic abuse County strategy in City and Districts. Keep all staff and champions up to date with the changes with	Membership of Domestic Abuse Strategic Group and Oxfordshire Domestic Abuse Advisory Group	Improve outcomes for victims, children and families, and perpetrators	Liz Jones	July 2020



# Appendix 1

		regular briefings and at safeguarding officers meeting				
	Continue to work with OSCB CSE (Child Sexual Exploitation & Exploitation) Sub-group and Kingfisher Team in delivering the CSE Action plan aims	Multi-agency information sharing and guidance.	Regular attendance at CSE sub-groups and associated meeting and carryout any agreed actions	Joint response to reduce crime and protect children exploitation and serious harm	Richard Adams	Ongoing
	Hotel Watch scheme to continue. Statement of intent for all hotels in City.	All hotels to be contacted by city and council.	Raise awareness of safeguarding and exploitation in all of city's hotels.	Reduce opportunity for safeguarding and exploitation in the city.	Linda Ludlow Richard Adams	Ongoing
<b>Service delivery and effective practice</b>	Ensure all grant and commissioned services are required to evidence suitable safeguarding policy and procedure before funding is committed	Check Safeguarding policy and contracts amended to reflect requirement.	Annual audit of commissioned services	All commissioned services have safe practises Written evidence in procurement process, contracts and contract monitoring visits	Laura Jones	Aug 2021
	Service providers notify City of all safeguarding incidents referred under Section 42 Care Act and Section 47 Children's Act.	Serious safeguarding incidents centrally recorded.	Monitor through contract meetings across service areas.	Improve practise and information sharing	Laura Jones	All year
	Participation and completion of homelessness action plan	Attend all task and finish groups Link to action plan	Share information across council teams and embed in our practice	Improved system wide approach to homelessness across county	Paul Leo/ Paul Wilding	Sept 2021
	Safeguarding Audit of Housing services	Scope housing services audit	Engagement from staff across housing services to review current systems and practice	Improvement in consistency of practice across service area/organisation	Dani Granito/ Nerys Parry	August 2021
	Review all Council roles and safeguarding training	Match job roles to level of safeguarding training required.	Heads of service to confirm current roles and staff	A skilled and confident workforce	DG/LJ/ Angela	March 2021

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66	requirements.	Consider any additional training elements needs on a team basis	relocation into HUBS		Bowman	
	Measure training outcomes in practice and assess effectiveness of training staff.	Review evaluation forms, referrals and staff survey	Accurate picture of effectiveness of safeguarding training.	Ability to capture staff views and improve service.	Laura Jones	Dec 2021
	Promote the support available to staff through the Employee Assistance Programme 'Health Assured' and to develop further support where required.	Include details on safeguarding awareness briefing.	Employees encouraged to consider own welfare when managing challenging situations.	Healthier workforce, positive safeguarding culture.	Laura Jones	Ongoing
	Deliver internal safeguarding awareness briefings throughout the year. Ensure training information is up-to-date and accessible	Deliver 12 online awareness sessions in 2021 Deliver four (plus additional for any missed) for Councillors Review training package 6 monthly	Quarterly sub training group meeting – plan and support the delivery and development of internal training packages.	All employees able to meet safeguarding training requirements.	Laura Jones Dani Granito	July 2021
	Attend all OSCB and OSAB Training Groups/ workshops to develop training programmes and learning events that meet the needs of our staff arranged for 2021	Represent on training sub-group and attend meetings regularly.	Provide a collective report to safeguarding training sub group to continually improve our training by listening to staff feedback.	Effective partnership working.	Laura Jones Dani Granito	Ongoing
	All identified Young carers are referred to support services	Details to be recorded on MYCONCERN	Younger carers are referred to Carers Oxfordshire and young carer's needs assessment completed.	Measurable identification and classification of young carers and use of support service.	Joseph Barrett	All year
	Promote use of pathways and awareness of joint protocols e.g. Adults who don't engage, multi-agency self-neglect policy and Hoarding Protocol	Offer training and guidance to all safeguarding champions. Support Locality HUBS through connecting champions to each and attending complex case meetings. Escalate wider concerns through	Engage partner agencies to provide outcomes and options for individuals who don't engage or use services	Improve partnership working.	Dani Granito	All year

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	board process				
Internal cross department case management meetings(staff concerns)	Relevant roles convened to meet and discuss cases on individual basis. Action plans developed from learning. HR monitor and sign off actions	Participation when required across teams	Better understanding of staff safeguarding issues and management. Shared skills and knowledge. Alignment of policy. Strengthened staff support structure	Helen Bishop	As and when

## Previous Action Plan 2019/20

### Completed Actions:

Action	Measure	Outcome	Impact	Lead	Status
Safeguarding Policy Update	Annual review and policy update	CEB sign off and circulated to all staff	Easily accessible policies and guidance for all staff	LJ	Completed
Suicide threat guidance	Identify areas of needs and desired outcomes in line with County prevention plan	Training offering and support structure for staff managing suicide threats	Support and guidance for all staff	RW	Completed
<b>Training</b> Annual review of training needs and content to be included in all staff awareness briefing	Horizon scanning, emerging trends identify local issues.	Current and relevant material aligned with Safeguarding board priorities.	Workforce aware of city priorities and county wide and national trends.	DG	Completed
Measure training outcomes in practice and assess effectiveness of training staff.	Review evaluation forms, referrals and staff survey	Accurate picture of effectiveness of safeguarding training.	Ability to capture staff views and improve service.	RW	
To promote the support available to staff through the	Include details on safeguarding awareness briefing.	Employees encouraged to consider own welfare	Healthier workforce, positive safeguarding culture.	RW	Complete

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Employee Assistance Programme 'Health Assured' and to develop further support where required.		when managing challenging situations.			
Continued data reports to service heads from HR Re-word	Training renewal dates monitored and monthly reports sent to service heads.	Renewal dates are aligned with Safeguarding Board standards.	Employee trained to local standards.	BM/JB	Complete
Continue to deliver internal safeguarding awareness briefing throughout the year Complete with dates training delivered	Clear framework for delivering messages. Meaningful and relevant to services.	Quarterly sub training group meeting – plan and support the delivery and development of internal training packages.	All employees able to meet safeguarding training requirements.	RW	Complete
Complete the VCS safeguarding policy for Community Associations Complete	Signed off template at OSCB training subgroup.	Templates being used by resident associations, community groups commissioned through Oxford City Council.	Safe practise and reduced risk to children, young people and adults with care and support needs.	ST	Complete
<b><u>Youth Ambition</u></b> Ensure all child safeguarding concerns are recorded on MyConcern. Complete with additional champion	Youth Ambition staff has access to create and update records.	Referral journey is tracked and use of practitioner tools is monitored.	Information available to safeguarding boards.	ST RW	Complete
All identified Young	Details to be recorded on MyConcern.	Younger carers are referred to Carers	Measurable identification and	CM	Complete

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carers are referred to support services		Oxfordshire and young carer's needs assessment completed.	classification of young carers and use of support service.		
Youth ambition manager to continue as safeguarding champion Complete and now DSO and trainer	Youth Ambition manager to maintain position as safeguarding champion and on strategic safeguarding group.	Provide Safeguarding link between Youth Ambition, Oxford City and safeguarding boards.	Services and Youth sessions available to young people identified through safeguarding concerns	JB	Complete
Membership of Modern Slavery Strategy Group - objective to develop and deliver a plan which coordinates and improves our response to modern slavery in Oxfordshire.	High level representative on strategic group	Provide strategic oversight, structure and accountability for our collective response to modern slavery in the County	Identification of victims, increased referrals and perpetrators brought to justice.	RA and LL	Complete
Where Modern Slavery is suspected on a premises, disclosed or person is at risk of MS record details on MyConcern	Centrally recorded data on MS cases identified in City.	Identify training need and reporting trends in service areas.	Raise awareness of risks and signs that MS is present	LL	Complete
<b><u>Domestic Abuse Strategic Group</u></b>  Membership of Domestic Abuse	Implement and Coordinate domestic abuse County strategy in City and districts	Service user engagement, referral to services for victims and perpetrators.	Improve outcomes for victims, children and families, and perpetrators	LJ	Complete

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Strategic Group and Oxfordshire Domestic Abuse Advisory Group					
<b><u>Child Sexual Exploitation and exploitation sub-group</u></b>  Continue to work with OSCB CSE (Child Sexual Exploitation & Exploitation) Sub-group and Kingfisher Team in delivering the CSE Action plan aims	Regular attendance at CSE sub-groups and associated meeting and carryout any agreed actions	Multi-agency information sharing and guidance.	Joint response to reduce crime and protect children exploitation and serious harm	RA	Complete
Screening tools to be agreed by strategic safeguarding group and available to all staff on Intranet.	Training to specific teams, use recorded no MyConcern	Multi-agency approach and consistency in referral	Accurate measure of individuals believed to be at risk of exploitation.	RW RA	Complete
Hotel Watch scheme to continue. Statement of intent for all hotels in City.	All hotels to be contacted by city and council.	Raise awareness of safeguarding and exploitation in all of city's hotels.	Reduce opportunity for safeguarding and exploitation in the city.	LL RA	Complete
<b><u>Licensing responsibilities</u></b>  <b>Taxi licensing</b> Continue best practise through Joint Operating Framework	JOF fully implemented.	All taxi drivers will complete safeguarding training in order to renew/obtain licence.	Best practice in taxi licensing and safeguarding responsibilities.	RA	Complete
Identify teams that will be required to attend	Staff working directly with children or public	Staff aware of multi-agency procedure and	Increase number of victims accessing	RA	Complete

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child exploitation training once finalised by subgroup	facing roles to be offered exploitation training.	partnership protocols.	support.		
Identify, alongside HR team, teams that should attend domestic abuse training and promote course attendance	Staff working directly with children or public facing roles to be offered training.	Staff aware of multi-agency procedure and partnership protocols.	Increase number of victims accessing support.	LJ	Complete
<b><u>Domestic Abuse Strategic Group</u></b>  Membership of Domestic Abuse Strategic Group and Oxfordshire Domestic Abuse Advisory Group	Implement and Coordinate domestic abuse County strategy in City and districts	Service user engagement, referral to services for victims and perpetrators.	Improve outcomes for victims, children and families, and perpetrators	LJ	Complete

## Document Control

<b>Document</b>	Oxford City Council Safeguarding Action Plan 2021/2022
<b>Owner</b>	Caroline Green Assistant Chief Executive
<b>Author</b>	Laura Jones Safeguarding Coordinator
<b>Date last reviewed</b>	January 2021
<b>Next Review Date Due</b>	January 2022
<b>Version</b>	1

# Appendix 1

**Name:** 'Oxford City Council Safeguarding Action Plan'

**File Location:** M:\Assistant Chief Executive\Safeguarding\Action Plans



# Appendix 2

Corporate Policy, Partnership and Communications

www.oxford.gov.uk



## Safeguarding Children, Young People and Adults with Care and Support Needs

### Policy & Procedures

<b>Document</b>	Safeguarding Children, Young People and Adults with Care and Support Needs Policy & Procedures.
<b>Owner</b>	Dani Granito
<b>Author</b>	Laura Jones
<b>Date Reviewed</b>	December 2020
<b>Review due</b>	December 2021
<b>Version</b>	13

<b>Version No. 12</b>	<b>Date</b>	<b>Notes</b>
1	1 October 2012	First draft reviewed and sent to Human Resources and Data Protection Manager for initial Comment
2	November 2012	Revised document in the light of comments received from Human Resources and Data Protection Manager
3.	9 November 2012	Circulated to Named Safeguarding Officers and Named Policy Officers and Heads of Service
4	December 2012	Section 11 Self- Assessment completed
5.	December 2012	Copy revised according to comments received and issues that emerged through the Self- Assessment Process
6.	January 2013	Further revision to text in preparation for Named Safeguarding Officers meeting on 10 <sup>th</sup> January
7.	29 October 2014	Circulated to Named Safeguarding Officers for review
8.	November 2014	Revised for Section 11 Self-Assessment
9.	October 2015	Circulated to Named Safeguarding Officers for Review
10.	November 2015	Revised for Section 11 Self-Assessment
11.	January 2016	Revised to reflect restructure in Designated Safeguarding Officers
12	April 2018	

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13	December 2020	Revised to reflect identified learning and employee changes
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## Section A – Safeguarding Policy

### 1 Introduction

- 1.1 Oxford City Council undertakes a range of activities that brings its employees, members and volunteers into contact with children, young people and adults with care and support needs.
- 1.2 In addition, the Council procures services from other organisations who may work with children, young people and adults with care and support needs.
- 1.3 The purpose of this policy is to clearly state the duty and responsibilities of all Council employees, members and volunteers working for or on behalf of Oxford City Council in relation to safeguarding children, young people and adults with care and support needs.
- 1.4 This policy supports the Oxford City Council Strategy 2020-2024 priority: Support flourishing communities.

### 2 Policy Scope

- 2.1 This policy and procedures apply to all City Council employees, which include contractors and agency staff.
- 2.2 This policy and procedures apply to all elected Councillors, also known as Members.
- 2.3 This policy and procedures apply to any person volunteering for Oxford City Council.

### 3 Aims

Through this policy document and the Safeguarding Action Plan, Oxford City Council aims to;

- 3.1 Safeguard children, young people and adults with care and support needs from harm, exploitation, neglect or abuse.
- 3.2 Promote the wellbeing and support the development of children, young people and adults with care and support needs and support their development as residents and members of the Oxford community.
- 3.3 Ensure safeguarding practice reflects statutory responsibilities, government guidance and complies with best practice and the Oxfordshire Safeguarding Boards requirements.

### 4 Objectives

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Oxford City Council undertakes a wide range of activities that underpin and meet the aims of this policy, for example Oxford City Council will ensure;

- 4.1 Robust communication and escalation processes are in place that complements the Oxfordshire Safeguarding Children Board (OSCB) and Oxfordshire Safeguarding Adults Board (OSAB) strategies.
- 4.2 Clear lines of accountability within the Council for Safeguarding
- 4.3 Employee, member and volunteer induction, training and continuing professional development so that employees, members and volunteers are competent to undertake their roles and responsibilities, in relation to safeguarding children and adults with care and support needs.
- 4.4 Safe working practices including recruitment, vetting and barring procedures.
- 4.5 Effective interagency working including effective information sharing and adherence to the 'partnership protocol'.
- 4.6 Further details of the work the City Council undertakes to meet the aims of the policy are contained both with this document and in the Safeguarding Action Plan (available from the Policy & Partnerships Team).

### 5 Legal Framework

- 5.1 This policy has been developed in accordance with the principles established by relevant legislation and guidance.
- 5.2 Under the legal framework of the Children Act 1989 and 2004 and the Care Act 2014 the Council has specific duties to safeguard and promote the well-being of children and adults with care and support needs. There are fundamental differences between the legislative framework for safeguarding for children, and for adults, which recognise an adult's right to self-determination.
- 5.3 The [Mental Capacity Act 2005](#) (MCA) is designed to protect and empower people who may lack the mental capacity to make their own decisions about their care and treatment. It applies to people aged 16 and over.

### 6 Duties

The council has the following duties:

- 6.1 To ensure that, in discharging its functions, it has regard to the need to safeguard and promote the welfare and well-being of children, young people and adults with care and support needs.
- 6.2 To ensure that other organisations commissioned to provide services on its behalf have regard to the need to safeguard and promote the welfare and well-being of children, young people and adults with care and support needs.

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- 6.3 To report any suspected victims of exploitation (slavery or human trafficking) to the Secretary of State.
- 6.4 To provide support for people who are homeless or facing homelessness.
- 6.5 To make all employees, members and volunteers, aware of their responsibilities and how to act in ways that protects them from allegations of abuse. (See *Appendix 2*).
- 6.6 To have Designated Safeguarding Officers involved in the management and oversight of individual cases.
- 6.7 To provide a senior officer to act as first point of contact in the event of the death of child/young person or adult with care and support needs on council premises that the organisation may be the first to be aware of and to ensure that there is an effective response.
- 6.8 To share information with relevant agencies. Information sharing protocols are covered in section 12.

### 7 Interaction with other council policies and external documents

The following documents support the aims of this policy and should be read alongside it:

- [Recruitment and Selection Policy](#)
- [Criminal Records Policy](#)
- [Employee Code of conduct](#)
- [Working together to Safeguard Children](#)
- [Safer Recruitment guidelines](#)

### 8 [Whistle Blowing Policy – page 187](#)Commissioned Services

- 8.1 Oxford City Council commissions a number of services that support the development and promote the wellbeing of children and young people and adults with care and support needs. Commissioned organisations need their own safeguarding policies and procedures.

The Oxford City Children and Young People's Strategy [https://www.oxford.gov.uk/youthambition/downloads/file/25/children\\_and\\_young\\_peoples\\_strategy](https://www.oxford.gov.uk/youthambition/downloads/file/25/children_and_young_peoples_strategy) sets out in detail what services are provided for children and young people.

- 8.2 The Council will refer contractors to the guidance document issued under section 11(4) of the Children's Act 2004 and the Department of Education and Skills Statutory Guidance, on making arrangements to safeguard and promote the

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welfare of children under section 11 of the Children's Act 2004 (issued 2015).<sup>1</sup>

- 8.3 The Council reviews all safeguarding policies of commissioned services to check they meet local and national standards. The Safeguarding Coordinator obtains annual Commissioned Services Safeguarding Self Assessments from each service.
- 8.4 Voluntary organisations must comply with standards set by Oxfordshire Safeguarding Children Board and Oxfordshire Safeguarding Adults Board and this is stated in our funding agreements.
- 8.5 Safeguarding guidance is included throughout our grant process within all service areas and through our formal procurement portal process.
- 8.6 When groups apply for grant funding from Oxford City Council, the organisation must provide its safeguarding policies.
- 8.7 Where relevant to the post, all agencies that provide us with contracted staff must have procedures in place to safeguard young people and adults with care and support needs equivalent to those described in this policy.

### **9 Monitoring & Review**

- 9.1 The Safeguarding Coordinator will complete an annual safeguarding audit to measure the organisation's performance against standards set by the local safeguarding boards.
- 9.2 Following the audit the safeguarding action plan is developed annually to ensure effective implementation of this policy and other local and national safeguarding priorities. Progress on the action plan is reviewed every 6 months and reported to Strategic Safeguarding Group.
- 9.3 This policy will be reviewed annually and goes through the Council's Scrutiny Committee and Cabinet clearance process.

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<sup>1</sup> 'Working Together to Safeguard Children', Department for Education, 25 March 2015



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## Section B – Safeguarding Procedures

This section sets out the range of work that supports the implementation of the safeguarding policy

### 10 Training

- 10.1 Guidance for staff on how to access training is available on the [OCC Safeguarding intranet](#) page. Members and volunteers will be invited to attend relevant training.
- 10.2 The following procedures are in place to ensure employees, members and volunteers complete the appropriate safeguarding training. There are different levels of training available to employees, volunteers and members, defined by the Oxfordshire Safeguarding Boards.
- 10.3 All new employees, members and volunteers will be briefed on their responsibilities towards children, young people and adults with care and support needs during their induction.
- 10.3 All employees, members and volunteers are required to complete safeguarding introduction training as a minimum. This must be refreshed every three years.
- 10.4 Volunteers should contact HR Admin and Support using the [hradmin@oxford.gov.uk](mailto:hradmin@oxford.gov.uk) email address, under the heading 'Safeguarding awareness briefing' to arrange to book onto a course.
- 10.5 Line managers are responsible for ensuring that employees in relevant posts attend the appropriate level of training for their role.
- 10.6 Employees, members and volunteers working directly with children will be required to complete OSCB Generalist or Specialist Training or equivalent, appropriate to their role.
- 10.7 Employees, members and volunteers working directly with adults with care and support needs will be required to complete OSAB levels two to three Multi-Agency Training or equivalent, appropriate to their role.
- 10.8 Recruiting managers should follow the City Council Recruitment and Selection Procedures and undertake the required Oxford City Council Recruitment and Selection training.
- 10.9 Designated Safeguarding Leads, Designated Safeguarding Officers and Safeguarding Champions will be required to attend the OSCB Designated Lead training course no less than once in a two year period. They will also attend the OSAB Leader/Manager training no less than once in a three year period.

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- 10.10 When it is uncertain whether an employee fits into any of these categories, line managers should discuss the issue with the Human Resources team or Safeguarding Coordinator.

### 11 Safer Recruitment

- 11.1 To ensure safeguarding is embedded in our recruitment and selection procedures this policy operates in conjunction with following Oxford City Council policies and guidelines:

- [Recruitment and Selection Policy](#)
- [Criminal Records Policy](#)
- [Safer Recruitment guidelines](#) – internal use only

- 11.2 The Head of Business Improvement is responsible for ensuring that the appropriate recruitment procedures are in place and compliance with the Disclosure and Barring legislation through the Disclosure and Barring Service ['DBS'].<sup>2</sup>

- 11.3 The following statement is included in all job descriptions:

'Oxford City Council is committed to safeguarding and promoting the welfare of children, young people and adults with care and support needs and requires all staff and volunteers to demonstrate this commitment in every aspect of their work.'

### 12 Information Sharing

- 12.1 Oxford City Council understands the importance of ensuring that personal data is always treated fairly, lawfully and appropriately and that the rights of individuals are upheld. Oxford City Council is fully committed to compliance with the requirements of the General Data Protection Regulations.

- 12.2 To meet the statutory requirements of The Care Act 2016 and The Children's Act 2004 all employees, members and volunteers must comply with the following policies, guidelines and protocols:

- [Information sharing - Advice for practitioners providing safeguarding services to children, young people, parents and carers](#)
- [Safeguarding Information Sharing Protocol OSCB](#)
- [Oxford City Council Internet and e-mail policy](#) internal use only
- [Oxford City Council IT Security Policy](#) internal use only
- [Oxford City Council Data protection policy](#)

- 12.3 Oxford City Council recognises that all information regarding the safeguarding of children, young people and adults with care and support needs should be kept

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<sup>2</sup> Protection of Freedoms Act 2012

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confidential. However, in order that children, young people and adults with care and support needs are protected from harm, in some circumstances, usual considerations of confidentiality that might apply to other situations within Oxford City Council may be overridden.

12.4 It is important that employees, members and volunteers can share information appropriately as part of good safeguarding practise and do so confidently.

12.5 There are 7 golden rules to information sharing:

- 1) Remember that the Data protection Act 1998 is not a barrier to sharing information
- 2) Keep a record of your decision and the reasons for it. Record what you have shared, with whom and for what purpose but only keep the records for as long as necessary
- 3) Be open and honest with the person (and/or their family where appropriate) at the outset about why, what, how and with whom information will, or could be shared, and seek their agreement, unless it is unsafe or inappropriate to do so
- 4) Seek advice if you are in any doubt, without disclosing the identity of the person where possible
- 5) Share with consent where appropriate and, where possible, respect the wishes of those who do not consent to share confidential information. You may still share information without consent if, in your judgement, that lack of consent can be overridden in public interest. You will need to base your judgement on the facts of the case
- 6) Consider safety and well-being of the person and others who may be affected by their actions
- 7) Necessary, proportionate, relevant, accurate, timely and secure

### 13 Child Protection

#### 13.1 Section 47 (Children Act 1989) Investigation

If the child is deemed to be at risk of significant harm, child protection procedures will be instigated immediately. This is the highest priority referral and will involve a discussion between social workers and the police. A strategy meeting will take place, involving the police and social workers, (with other agencies contributing where necessary) and a plan will be agreed about next steps. Examples of next steps could include the child having a medical examination or a video interview by the police and social workers. Following the initial strategy meeting there may be a review meeting to share information and make a new plan based on information and/or evidence gathered.

#### 13.2 Section 17 (Children Act 1989) Child in Need

If the child is not deemed to be at risk of significant harm but is in need of additional services, they are termed, 'A child in need'. The first step in a Section 17 enquiry is for the social worker to contact the parents/carers of the child to discuss the referral. This will be done via telephone where possible, but otherwise, a letter will be sent requesting contact within one week. The social worker will also make checks with other agencies, (for example, the school or

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the health visitor) and an initial assessment of the child's needs must be completed by the social worker within 7 days.

### 14 No further action (NFA)

After considering the information contained in a referral, the safeguarding team may decide that the case requires 'NFA' (no further action). They may signpost the family to other services for support and as the referrer; the employee, member or volunteer who has made the referral should be notified of this decision in writing. When concerned about a child or family or if the circumstances change and the risk to a child has increased, the employee, member or volunteer should discuss with a Safeguarding Champion or Line Manager before re-referring the concern to the assessment team with additional information.

### 15 Reporting and Responding to Allegations of Abuse

15.1 All Council employees, members and volunteers have a duty to share their safeguarding concerns. Concerns can range from concerns about health and wellbeing to allegations or disclosures of abuse and neglect. *Definitions of abuse are detailed in appendix 2.* All concerns must be reported to line managers. The employee, member or volunteer should then speak to a Safeguarding Champion about what to do next.

15.2 How to recognise the signs of abuse and risk factors that can lead to abuse and neglect is covered in our Safeguarding Awareness briefings.

Information can also be accessed via the safeguarding boards:

- [OSAB – Oxfordshire Safeguarding Adult Board](#)
- [OSCB – Oxfordshire Safeguarding Children Board](#)

There is also information and links on our Intranet [Safeguarding Page](#)

15.3 Oxford City Council procedure for dealing with allegations and raising concerns can be accessed here: [Oxford City Council Safeguarding Procedures](#). These procedures should also be followed for an adult or child who is at risk of extremism.

15.4 In Oxfordshire there are different referral pathways for adults and children. These additional guidelines on how and when to make a referral can also be found on the Oxford City Council intranet [Safeguarding page](#). Anyone making a referral should do so with the support of their line manager and guidance from a Safeguarding Champion. Links to further guidelines are below:

- [OSAB Adult Threshold of Need Matrix](#)
- [OSCB Child Threshold of Needs](#)
- [Locality and Community Support Services](#)

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- 15.5 Designated Leads are responsible for handling escalation processes and inter-agency disputes. The Council has signed up to the Oxfordshire Safeguarding Board's escalations policy.  
If there is a need for escalation, the line manager must be contacted in the first instance. The Policy and Partnership Team Manager is the DSL responsible for escalations and can be contacted on 01865 529309.

15.6 [OSCB Escalation process](#)

### 16 Modern Slavery and Duty to Refer

- 16.1 The Council has additional responsibilities to report incidents of human trafficking and modern slavery. Information on 'duty to refer' can be found on the [Safeguarding](#) intranet page and in this guidance document.

- [Duty to refer](#)

- 16.2 For procedures on reporting and referring an incident at Oxford City Council refer to this document.

- [Oxford City Council Safeguarding Procedures](#)

- 16.3 Oxford City Council is required under Section 54 of the Modern Slavery Act 2015 to prepare a slavery and human trafficking statement for each financial year. A Section 54 Statement must detail the steps taken during the previous financial year to ensure that no slavery or human trafficking is taking place in any part of its business or in any of its supply chains (or a declaration that no such steps have been taken).

- [Transparency statement](#)

### 17 Procedure for managing allegations of abuse by a council employee or volunteer

- 17.1 The Council has additional policy for managing allegations involving council employees or volunteers.

- [Policy and Procedure for Managing Allegations against Employees and Volunteers](#)

- 17.2 Complaints alleging abuse by an employee, member or volunteer will be reported to Oxfordshire County Council Children's Local Authority Designated Officer (LADO) by the Head of Business Improvement and the initial consultation will be to determine whether the allegation is so serious that it should immediately be referred to Social Services and/or the Police.

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17.3 The Council recognises that it may be difficult to raise concerns about a colleague's behaviour. The Council will fully support all employees, members and volunteers who, in good faith (without malicious intent), fulfil their duty to report their concerns about a colleague's practice or the possibility that a child, young person, or adult at risk may be being abused or bullied.

17.3 The Council's [Whistle Blowing Policy](#) is available on the internal safeguarding page

### **18 Procedure for reporting of child deaths**

18.1 All members of the Oxfordshire Safeguarding Children Board are required to provide a senior officer contact who will act as a first point of contact for any deaths of children /young people on council premises that the organisation may be the first to be aware of and to ensure that there is an effective response.

18.2 If you become aware of a child death you should immediately contact:

- Head of Business Improvement: Tel: 01865 252233

Otherwise you should contact one of the Designated Lead Officers. Contact details are given at the end of this document in *Appendix 6*.

### **19 Procedure for reporting deaths or serious abuse of adults with care and support needs**

19.1 The Oxfordshire Safeguarding Adults Board is required to review deaths of adults with care and support needs where there is at least a suspicion that the death resulted from abuse or neglect. The Board will also review serious cases of abuse or neglect of adults with care and support needs.

19.2 If you become aware that an adult at risk has died or has been seriously abused or neglected on council premises, you should immediately contact:

- Head of Business Improvement: Tel: 01865 252233

19.3 If a young person aged 16-17 is murdered by their partner or family member, or they take their own life due to domestic abuse, this triggers a Domestic Homicide Review. Where the 16-17 year old has been open to Children's Social Care in the last six months there will be a combined DHR and SPR.

If an adult with care and support needs is murdered by their partner or family member, or they take their own life due to domestic abuse, this also triggers a Domestic Homicide Review. Where the adult has been open to Adult Social Care, there will be a combined DHR and Safeguarding Adults Review.

If there is a homicide or suicide where there is a history of domestic abuse and the victim has care and support needs then a SAR and DHR are combined. If the young person aged 16-17 or adult is an Oxford City Council tenant, the Head

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of Business Improvement and Domestic Abuse Lead need to be informed immediately.

In such circumstances, you should contact:

- Head of Business Improvement: Tel: 01865 252233
- Policy and Partnership Team Manager: Tel 01865 529309
- ASBIT Manager and DA Lead: Tel 01865 252754

### Section C – Safeguarding Guidance

20. Guidance for safe working practices with children, young people and adults with care and support needs.

#### 20.1. Oxford City Council's Youth Ambition Service

Procedures Document which includes:

- Anti-Discriminatory Practice Guidance
- Youth Work and Confidentiality
- Lone-Working Guidance for Youth Workers
- Encouraging Positive Behaviour
- Anti- Bullying Guidance

Contact Youth Ambition Team Manger to request a copy

The following general advice has been adapted from: 'Guidance for safe working practice for the protection of children and staff in education settings', Department for Education and Skills, 2006. It applies to both children and adults with care and support needs.

#### 20.1. Exercise of professional judgement

There will be occasions and circumstances in which employees, members and volunteers will have to make decisions or take action in the best interest of the child, young person or adult with care and support needs which could contravene this guidance herewith or where no other guidance exists. Individuals are expected to make judgements about their behaviour in order to secure the best interest and welfare of the child, young person or adult at risk and in so doing will be seen to be acting reasonably.

#### 20.2. Grooming

There are occasions when adults (or other children) embark on a course of behaviour known as 'grooming' where the sole purpose is to gain the trust of the child, young person or adult at risk, and exploit that relationship so sexual or other abuse can take place. Employees, members and volunteers should be aware that in granting special attention as a favour upon a child, young person or adult at risk might be construed as being a part of a 'grooming' process, which is an offence.

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## 20.3. Recording images

Employees, members and volunteers should be aware of the potential for the recording of images to be misused for pornographic or 'grooming' purposes.

Our media consent form explains the conditions of use, and the different levels of consent required for child and adults when taking and storing photos.

- Media Consent Form - see appendix 3

## 20.4. Behaviour

An employee, member or volunteer's behaviour, either in or out of the workplace, should not compromise her/his position within the work setting:

- Adults should act as a role model and not drink alcohol, smoke, or look at inappropriate images in the presence of children/young people
- At no time should adults enter children/young people's rooms.

## 20.5. Social contact

Employees, members and volunteers should not seek to establish social contact with children, young people or adults at risk who they have met through work for the purpose of securing a friendship or to strengthen a relationship. If a child, young person or adult at risk (or a parent or carer) seeks to establish a social contact, or if this occurs coincidentally, the employee should exercise their professional judgement in making a response and be aware that such contact might be misconstrued as grooming.

## 20.6. Communication using technology

Children, young people and some adults at risk use technologies as a positive and creative part of their activities. Children and young people often use these methods to make plans with friends or organise events so if you are working with young people it might be necessary to communicate with young people in this way.

By technologies we mean:

- Mobile phones
- E-mail
- Social networking sites e.g. Facebook –socialising with friends and making new ones within on line communities
- Instant Messenger – chatting with friends live on line

## 20.7. Contact Details

Employees, members and volunteers should not give their personal contact details to children/young people/ adults at risk including home address, personal e-mail address or mobile numbers. Only addresses email addresses and phone number related to work must be divulged.

Employees, members and volunteers, where possible, must only use equipment provided through work to communicate with children/young people/ adults at risk.



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An exception to this may be where Councillors are communicating with young people in their constituency for the purpose of representing them in the Council. In these circumstances employees, members and volunteers should be circumspect in their communications with children/young people so as to avoid any possible misinterpretation of their motives or any behaviour which could be construed as grooming.

## **20.8. Social networking sites**

Under no circumstances should personal accounts in social networking sites be used to communicate with children/young people/adults at risk that employees, members and volunteers have met in the course of their work. The use of a professional networking site may only be used in line with council policy.

If employees, members and volunteers do use a social networking site to communicate with young people, employees, members and volunteers should set up an account using their work e-mail address and only join groups that are managed by the City Council or County Council, Participation and Play team and those that are you are specifically invited to join such as UK Youth Parliament or Oxfordshire Youth Parliament Groups.

If young people you don't know 'invite you to be a friend' you should not accept their invitation. Do not pass on any young person's e-mail or mobile phone number without their permission.

## **20.9. One to one situations**

Employees, members and volunteers should avoid spending time alone with a child/young person. Where possible they should ensure there is visual access and/or an open door during one to one meetings and alert another member of staff to monitor at regular intervals. Employees, members and volunteers who do not have a high level of safeguarding training are discouraged from having one to one sessions.

## **20.10. Physical contact**

There are occasions when it might be appropriate for employees, members and volunteers to have physical contact with children or young people e.g. sports coaching (see below), but it is crucial that they only do so in ways appropriate to their professional role.

It is not possible to be specific about the appropriateness of each physical contact. Employees, members and volunteers should use their professional judgement at all times and be aware that any physical contact may be misconstrued.

Adults should:

- Never touch a child or young person in a way which may be considered indecent
- Never indulge in horseplay, tickling or fun fights
- Always encourage children or young people, where possible, to undertake self-care tasks independently

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- Always be prepared to explain actions and accept that all physical contact be open to scrutiny

Extra caution may be required where it is known that a child, young person or vulnerable adult has suffered previous abuse or neglect. In the child's / young person's view physical contact might be associated with such experiences and lead to employees, members and volunteers being vulnerable to allegations of abuse.

### **20.11. Sports coaching**

Employees, members and volunteers who coach sports will, on occasions, have to initiate physical contact with children/young people/adult with care and support in order to support them so they can perform a task safely, to demonstrate the use of a particular piece of equipment or assist them with an exercise. This should be done with the person's agreement.

### **20.12. Confidentiality**

Confidential information about a child, young person or adult with care and support needs should never be used casually in conversations or shared with any person other than on a need to know basis. In circumstances where the identity of a child/young person/ adult does not need to be disclosed the information should be used anonymously. See section 11 for further details.

### **20.13. Dress and appearance**

Employees, members and volunteers should consider the manner of dress and appearance appropriate to their role. Employees, members and volunteers should ensure they are dressed decently and appropriately for the tasks they undertake.

### **20.14. Behaviour outside the workplace**

Where there are concerns about an employee's, member's or volunteer's behaviour outside the workplace towards a child, young person or adult with care and support needs that may constitute abuse, this should be reported to a Designated Lead at the earliest opportunity.

## **21. Guidance on work experience with children, young people or adults with care and support needs**

- 21.2. For the purposes of work experience placements, all students are regarded as employees.
- 21.2. Employees, members and volunteers responsible for any child, young person, or adult with care and support needs during work experience must ensure their appropriate safeguarding training is up to date and recorded by HR.
- 21.3. The employee, member, or volunteer responsible for the work experience placement must be satisfied that the health and safety needs of every person can be met, and will ensure the above training takes place and for the following actions:

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- Acquiring signed parent/carer permission for the student to take part in the scheme, where they are under 16.
- Acquiring information from parents/carers about any medical conditions and emergency contact information for parents/carers.
- Acquiring relevant information about the student's history or behaviour from the organiser of the work placement.
- Ensuring that a confidentiality and a statement of responsibility form is signed by the student.
- Ensuring that there is a timetable of activities for the extent of the placement, including which employee will be supervising the student at any one time.
- Ensuring that there is an up to date risk assessment for all activities, which is returned to parents / carers, either directly or via the organiser of the work experience.
  - Managers must assess the risks to children, young people and adults with care and support needs before they start work, taking into account their inexperience, lack of awareness of risks, immaturity and other specific needs.
  - There is no need to carry out a new risk assessment each time a young person is employed, as long as the current risk assessment takes into account the characteristics of children, young people and adults with care and support needs.
  - Whenever there is a change to the activities or nature of work carried out a new risk assessment will be required.
- Ensuring that the student is aware of health and safety, fire and first aid procedures while they are on placement
- Being the initial point of contact for the student to report any complaints/incidents to during their work experience particularly if in relation to their supervisor.

### **22. Guidance on risk assessments**

- 22.1. A risk assessment should be carried out for events that Oxford City Council organise for groups of children, young people or adults with care and support needs, for example disability forums and young people's networking events.
- 22.2. For regular events there is no need to carry out a new risk assessment for each occurrence if there is a standard risk assessment in place which takes account of activities and characteristics of different children, young people and adults at risk attending.

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22.3. Guidance on risk assessment can be found on the intranet

- [Risk Assessments](#)
- [Risk Assessments and safe systems of work code of practise](#)
- [Standard Risk Assessment form](#)

## **23. Guidance on transporting a child, young person or adult with care and support needs**

23.1. Wherever possible, it is advisable that transport is undertaken other than in private vehicles, with at least one adult in addition to the driver acting as an escort.

23.2. Employees, members and volunteers can transport children 12 years or over, or adults with care and support needs, in the course of their duties as long as the following conditions apply:

- insurance is valid and covers the use of the vehicle for business purposes
- the vehicle is roadworthy with a valid MOT certificate
- the child, young person or adult with care and support needs wears a seat belt
- prior permission of the parent/guardians has been obtained.

These are the responsibility of the employee transporting the child, young person or adult with care and support needs.

23.3. Employees, members and volunteers should:

- be aware that the safety and welfare of the child and adults with care and support needs is their responsibility
- report the nature of the journey, route and expected arrival time to their line manager or the relevant employee.
- Where possible accommodate any specific needs the child or adult with care and support needs may have.

### **Use of taxis**

23.4. Children and adults with care and support needs are transported by taxi under the County Council transporting adults with care and support needs scheme. Any taxi used must come from the [Oxfordshire County Council approved taxi list](#).

23.5. Oxford City Council has assisted in the development and implementation of a Joint Operating Framework. The Joint Operating Framework was commissioned by the Child Sexual Exploitation Sub-Group of Oxfordshire Safeguarding Children Board and is the result of collaboration between the City and District Councils, the County Council and the Police with the intention of involving health partners in the next stage if appropriate. It provides a single set of minimum standards for agencies with responsibilities for transporting

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children/adults with care and support needs in Oxfordshire, including addressing vetting, training, awareness raising, information sharing, policy alignment, enforcement activity and quality assurance and monitoring.

- [The Oxfordshire Joint Operating Framework for Transporting Children/Adults with Care and Support Needs and Taxi Licensing](#)

23.6. Checklist for booking transport for children is available in *Appendix 4*

23.7. A Taxi booking form can be found in *Appendix 5*

## Appendix 1 – Glossary of terms used and abbreviations

### Adult with care and support needs

Is defined as a person aged 18 or over:

- who is or may be in need of care or support who is experiencing, or is at risk of, abuse or neglect, and
- as a result of those needs is unable to protect him or herself against the abuse or neglect or the risk of it.

This could include:

- people with dementia
- people with learning difficulties
- people with mental health problems
- people with drug or alcohol problems
- people with sight and hearing or physical disabilities
- people who through age or illness are dependent upon other people to help them
- people who care for others
- a person aged 18 or over who has a condition of the following type:
  - a learning or physical disability
  - a physical or mental illness, including addiction to alcohol or drugs; or
  - a reduction in physical or mental capacity

### Adult Safeguarding Enquiry Section 42

Section 42 refers to a safeguarding enquiry under the requirements of The Care Act 2014. The criteria for a Section 42 (S42) safeguarding enquiry under the requirements of The Care Act 2014 are as follows:

- the adult is reported as having or appears to have needs for care and support
- the adult is reported or appears to be experiencing or at risk of abuse or neglect
- as a result of care and support needs is the adult unable to protect themselves from either the risk of, or the experience of abuse or neglect

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## **Child**

Is defined as a person who is of compulsory school age (a child is of a compulsory school age until the last Friday in June in the school year which they reach 16).

## **Disclosure and Barring Service (DBS)**

The DBS combines the functions of the ISA and the CRB into one organisation. It operates the vetting and barring scheme which aims to prevent unsuitable people from working with children, young people or adults at risk and conducts criminal record checks to enable an assessment to be made on the suitability of a person to care or work with children, young people or adults with care and support needs.

## **Employees**

All Oxford City Council workers including employees, contractors, and agency workers.

## **Health**

Health means 'physical or mental health' and development means 'physical, emotional, social or behavioural development' (adapted from the Children Act 1989)

## **Human trafficking and exploitation**

As set out in the Modern Slavery Act 2015 Trafficking is defined as: Arranging or facilitating the travel of another person, with a view to that person being exploited

Exploitation is defined as:

- slavery, servitude and forced or compulsory labour
- sexual exploitation
- removal of organs
- securing services by force, threats or deception
- securing services from children or adults with care and support needs.

## **Oxfordshire Safeguarding Children's Board (OSCB)**

The Children's Act 2004 requires each local authority to establish a Local Safeguarding Children's Board (LSCB). The Oxfordshire Safeguarding Board (OSCB) is the key statutory mechanism for agreeing how all relevant organisations in Oxfordshire will cooperate to safeguard and promote the welfare of children and young people in the county, and for ensuring the effectiveness of their arrangements for safeguarding.

## **Oxfordshire Safeguarding Adults Board (OSAB)**

The Care Act 2014 requires each local authority to establish a Safeguarding Adults Board (SAB) for its area. The Oxfordshire Safeguarding Adults Board (OSAB) is the key statutory mechanism for agreeing how all relevant organisations in Oxfordshire will cooperate to safeguard and promote the welfare of adults at risk in the county, and for ensuring the effectiveness of their arrangements for safeguarding.

## **Multi Agency Safeguarding Hub (MASH)**

The Multi-Agency Safeguarding Hub (MASH) has been set up to enable the sharing of information between services so risks to children can be identified at an early stage.

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It is a link between schools, GPs, the police, ambulance service and social care

## **Safeguarding and promoting the welfare of adults with care and support needs**

Is defined as:

- protecting adults with care and support needs from maltreatment
- preventing impairment of health and well-being of adults with care and support needs
- ensuring that adults with care and support needs are living in circumstances consistent with their needs and with the provision of safe and effective care; and
- undertaking that role so as to enable those adults with care and support needs to have optimum life chances and independence

## **Safeguarding and promoting the welfare of children and young people**

Is defined as:

- protecting children and young people from maltreatment
- preventing impairment of children/young people's health and development
- ensuring that children/young people are growing up in circumstances consistent with the provision of safe effective care; and
- undertaking that role so as to enable those children/young people to have optimum life chances and enter adulthood successfully

## **Welfare**

Is defined in terms of children/young people's health and development and adults' health, well-being and independence.

## **Well-being**

Relates to any of the following

- personal dignity (including being treated with respect)
- physical and mental health and emotional well-being
- protection from abuse and neglect
- control by a person over their day-to-day life (including over the nature and provision of care and support)
- participation in work, education, training or recreation
- social and economic well-being
- domestic, family and personal relationships
- suitability of living accommodation
- a person's contribution to society (taken from Care Act 2014)

## **Young person**

Is defined as a person under the age of 18.

# Appendix 2

## **Appendix 2 – Safeguarding roles and responsibilities**

This documents sets out key safeguarding responsibilities at Oxford City Council.

### **1. All employees, members and volunteers**

Are responsible for carrying out their duties in a way that safeguards and promotes the welfare of children, young people and adults with care and support needs. They must also act in a way that protects them from wrongful allegations of abuse. They must bring matters of concern about safety and welfare of children, young people and adults with care and support needs to the attention of their Line Manager. A Safeguarding Champion or a Designated Lead Officer should then be informed. A list of all Safeguarding Officers is available on the City Council intranet [Safeguarding page](#)

### **2. Head of Corporate Strategy**

The Accountable Officer for safeguarding at the City Council. This role will ensure Chief Executive the Leader of the Council and relevant Executive Board members are kept well informed on safeguarding issues.

### **3. The Cabinet Board Member**

Portfolio holder for Safer, Healthier Oxford is responsible for safeguarding.

### **4. The Designated Safeguarding Lead Officers**

Have responsibility for:

- ensuring that the City Council operates policy and procedure in line with our Statutory requirements and those guided by the Oxfordshire Safeguarding Children's and Oxfordshire Safeguarding Adults Boards.
- A first point of contact to staff reporting immediate concerns that require action and escalation
- That all oxford city council strategy and service development plans consider and include safeguarding where appropriate
- Resolving inter-agency issues.
- Supporting a cross council approach to safeguarding
- Overseeing and reviewing the implementation of policy and procedures.



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- Supporting the development and review of the Safeguarding Children, Young People and Adults with care and support needs Policy, Procedures and annual Action Plan.

## 5. The Policy & Partnership Team Manager

In this role, this person is Oxford City Councils representative on the Oxfordshire Safeguarding Children's Board and Oxfordshire Safeguarding Adults Board Responsible for primary liaison with the Safeguarding Children and Adults Boards, and for the coordination and dissemination of information across the authority, including that related to assessments and audits.

- 5.1. The Policy & Partnership Team Manager will also ensure that the Head of Corporate Strategy, Directors of the Council and the Cabinet board member for safeguarding are kept well informed on safeguarding issues.

## 6. The Safeguarding Coordinator

- 6.1. Ensures we have best practice in safeguarding children and adults with care and support needs, across all of the City Council services and within the community.

6. Leads on the development and implementation of Oxford City Council's Safeguarding Children and Adults with care and support needs policy and procedures and is responsible for the completion of the annual safeguarding audit and other reports to the safeguarding boards.

## 7. The Head of Business Improvement

- 7.1. Is responsible for ensuring that recruitment procedures for posts with direct access to children, young people or adults at risk are in line with this policy and that appropriate training is provided.
- 7.2. The Head of Business Improvement is also responsible for the implementation of the safeguarding training, ensuring that the appraisal process reflects the needs of the Policy, and for the reporting of child deaths.
- 7.3. The Head of Business Improvement is the Chair of the Named Safeguarding Officers Group.
- 7.4. The Head of Business Improvement is responsible for the recommendations and completion of actions following a disciplinary hearing.

## 8 All Heads of Service

Must ensure that their employees, members and volunteers are subject to appropriate Disclosure and Barring Service (DBS) checks and that their employees, members and volunteers comply with this policy and procedures.

## 9 All Line Managers

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10.1 Are responsible for ensuring that their employees, members and volunteers have the appropriate training.

10.2 All Line Managers are responsible for safer recruitment of employees, members and volunteers in their service area and being aware of the policy on recruiting people with a criminal record.

10.3 Line Managers are also responsible for adhering to the appraisal process and for including safeguarding in 1 to 1s and team meetings.

### **11 Strategic Safeguarding Group**

11.2 Members include, designated safeguarding leads, Designated Safeguarding Officers, Heads of service and individuals who have named responsibility to oversee safeguarding activity within their team.

11.3 The role of the group is to ensure safeguarding is strategically placed across service area business plans and to ensure that strategies and plans that include safeguarding are in line with the Council Strategy 2020-2024.

### **12 Safeguarding Champions**

Safeguarding Champions are Council employees who have undertaken Specialist Safeguarding training and provide safeguarding advice to employees, members and volunteers on the appropriate safeguarding policies, procedures and referral routes. Their responsibilities also include maintaining safeguarding as a standing agenda item at team meetings and disseminating information.

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## Appendix 3 - Definitions of Abuse and Neglect

Some forms of abuse or the way in which abuse is perpetrated can differ when inflicted on a child or adult.

### Child Sexual Exploitation

Sexual exploitation is where a young person under 18 receives 'something' (e.g. food, accommodation, drugs, gifts, money) as a result of performing, and/or others performing on them, sexual activities.

Child sexual exploitation can occur through use of technology, for example the persuasion to post sexual images on the internet/mobile phones with no immediate payment or gain.

In all cases the person exploiting the young person has power over them by virtue of age, gender, intellect, physical strength and/or economic or other resources.

Sometimes abusers use violence and intimidation to frighten or force a child or young person, making them feel as if they've no choice. They may lend them large sums of money they know can't be repaid or use financial abuse to control them

Signs that MAY indicate Child Sexual Exploitation:

- going missing from school/home/care placement
- associating with older people/adults
- isolation from family/friends/peer group
- physical symptoms including bruising/STI's (Sexual transmitted Infections)
- substance misuse
- mental health issues
- unexplained possessions, goods and or money
- Inappropriate use of the internet and forming relationship, particularly with adults, via the Internet.

Note: Adults may pose as peers to entrap the child

It is important to be aware that children and young people are not making a free and informed choice to participate in the sexual activity. They often make constrained choices against a background of vulnerability and because of their age, unmet needs or vulnerability they are unable to give informed consent.

Department for Children, Schools and Families (DCSF) Safeguarding Children & Young People from Sexual Exploitation (2009). [www.nspcc.org.uk](http://www.nspcc.org.uk).

### Child Exploitation

Children can be abused for sexual exploitation as set out above. Children are also vulnerable to other forms of exploitation. Criminals may use children to commit crimes such as burglary or thefts, knowing that the sentencing if caught will be more lenient. Children can also be used by criminal gangs to carry, deliver and hide drugs, money, weapons or other contraband.

# Appendix 2

## Discrimination

Types of discriminatory abuse:

- unequal treatment based on age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex or sexual orientation (known as '[protected characteristics](#)' under the [Equality Act 2010](#))
- verbal abuse, derogatory remarks or inappropriate use of language related to a protected characteristic
- denying access to communication aids, not allowing access to an interpreter, signer or lip-reader
- harassment or deliberate exclusion on the grounds of a protected characteristic
- denying basic rights to healthcare, education, employment and criminal justice relating to a protected characteristic
- substandard service provision relating to a protected characteristic

## Domestic violence or abuse

Domestic abuse is defined as:

Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- Psychological
- Physical
- Sexual
- Financial or economic
- Emotional

Domestic abuse is characterised by controlling and coercive behaviour.

- Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.
- Coercive behaviour is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim. Coercive control is a crime.

Domestic abuse also includes honour based abuse. Honour based abuse is a crime or incident which has or may have been committed to protect or defend the honour of the family and/or community. It includes forced marriage and female genital mutilation.

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## Emotional abuse

### Child

Emotional abuse is the persistent emotional maltreatment of a child such as to cause severe and persistent adverse effects on the child's emotional development. It may involve conveying to children that they are worthless, unloved or inadequate. It may feature age or developmentally inappropriate expectations being imposed on children. These may include interactions that are beyond the child's development capability, over protection and limitation of exploring and learning, or preventing the child participating in normal social interaction.

It may involve seeing or hearing the ill-treatment of another e.g. domestic abuse. It may involve serious bullying causing children to feel frightened or in danger or the exploitation or corruption of children. Some level of emotional abuse is involved in all types of maltreatment of children.

### Adults

Emotional abuse can include being humiliated, put down or made to feel anxious, frightened or intimidated. Some level of emotional abuse is involved in all forms of ill-treatment, though it may also be happening on its own. Emotional abuse is often the first sign of other forms of abuse happening.

Emotional abuse may include:

- humiliating the person for losing control of their bladder or bowels
- shouting orders
- using humiliating or patronising names, or failing to address the person in their preferred manner
- treating adults as children
- humiliation, emotional blackmail, blaming, swearing, intimidation, name calling or isolation from friends and relatives
- the use of social isolation (ignoring)
- locking the person in their bedroom
- using other people to provide physical control over a person
- harassing a person to eat food they don't want to eat (which is contrary to their religious or cultural beliefs) or not allowing them to eat, e.g. victims of slavery or servitude not being allowed to eat the food that their controllers are eating but instead to forage in bins
- threats of harm or abandonment
- verbal or racial abuse
- Isolation or withdrawal from services or emotional supports.

## Female Genital Mutilation (FGM)

FGM is a procedure where the female genitals are deliberately cut, injured or changed, but where there's no medical reason for this to be done.

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FGM is also known as 'female circumcision' or 'cutting', and by other terms such as sunna, gudniin, halalays, tahur, megrez and khitan, among others.

FGM is usually carried out on young girls between infancy and the age of 15, most commonly before puberty starts. It is illegal in the UK and is child abuse.

## **Financial abuse**

This includes theft, fraud, or exploitation and the misuse of position or authority for financial gain.

Financial abuse may include:

- denying the person access to or control over their money and personal finances
- taking the persons money or other property without their consent (which is also likely to constitute a criminal offence) or where their consent is fraudulently obtained
- misappropriation of money, valuables or property
- changes to wills or other legal documents, by coercion, misinterpretation or where consent for the changes were fraudulently obtained
- denying the person access to information or documentation concerning their personal finances or individualised funding package
- personal use of a person's telephone which is not recorded or reimbursed
- borrowing or asking to borrow money or personal possessions of an adult at risk even for a brief period e.g. CDs, lawn mowers etc.
- purchasing the persons possessions at a grossly below real and accepted value of the item
- using the persons vehicle for their own purposes
- theft or burglary
- Grooming for the purpose of financial gain.

## **Child**

Financial abuse can also happen to children. Withholding funds from a child may also be form of neglect if it prevents the child from obtaining basic needs such as food, clothes or travel to school or medical appointments.

## **Mate Crime/Exploitation**

This occurs when someone befriends a child or adult but in fact soon begins to exploit, hurt or harm them. This can include sexual abuse, forced prostitution, financial exploitation, physical abuse or other violence. Adults with care and support needs are particularly vulnerable to this type of abuse but it can happen to anyone.

## **Cuckooing**

Cuckooing is a practice where people take over a person's home and use the property to facilitate exploitation.

# Appendix 2

## Modern slavery

Types of modern slavery:

- Human trafficking
- Forced labour
- Domestic servitude
- Sexual exploitation, such as escort work, prostitution and pornography
- Debt bondage – being forced to work to pay off debts that realistically they never will be able to.
- Criminal exploitation

## Neglect

### Child

Neglect is the persistent failure to meet a child's basic physical and/or psychological needs, likely to result in serious impairment of the child's health and development. Neglect may occur during pregnancy as a result of maternal substance misuse.

Once a child is born, neglect may involve a parent or carer failing to:

- provide adequate food, clothing and shelter
- protect a child from physical and emotional harm or danger
- ensure adequate supervision (including the use of adequate care givers)
- Ensure access to appropriate medical care or treatment.

It may also include neglect of, or unresponsiveness to, a child's basic emotional or educational needs.

### Adult

Neglect may occur where there is failure to take appropriate action to safeguard a person's welfare or to be negligent in the face of risk.

Concerns or allegations of physical or sexual abuse are often seen as more serious than neglect. But long standing physical neglect is often a major factor in deaths from abuse.

Neglect may include:

- not giving the necessary help or support so that an adult at risk can eat or drink
- failure to provide adequate food or drink or ensure that the person can eat and drink it, e.g. by placing it out of reach or not providing the equipment a person needs
- not providing adequate food, shelter, clothing or personal health care
- not using the person's communications devices to allow expression of needs, choices or preferences

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- failing to recognise or acknowledge non-verbal messages conveyed of people who have limited communication abilities
- leaving the person alone in a vehicle for extended periods
- Not obtaining or seeking the appropriate medical, specialist, therapy or other health support the person may need e.g. dental care
- Not ensuring that a person has access to regular medical support including assessments for medication blood levels, blood pressure, diet and nutrition or access to regular health screening tests.
- Failure to access or provide proper care or medical services for the person
- Failure to report concerns
- Negligence in the face of risk taking
- Failure to give prescribed medication.

## **Organisational Abuse**

Includes neglect and poor care practice within an institution or specific care setting such as a hospital or care home, for example, or in relation to care provided in one's own home. This may range from one off incidents to on-going ill-treatment.

It can be through neglect or poor professional practice as a result of the structure, policies, processes and practices within an organisation, including disrespectful language and attitudes.

## **Physical abuse**

### **Child**

Physical abuse may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm. Physical harm may be caused when a parent or carer fabricates the symptoms of, or deliberately induces illness in a child.

### **Adult**

Being physically hurt or harmed, or put at risk of harm, either deliberately or through rough, careless or thoughtless behaviour.

Physical abuse may include:

- non-accidental actions causing injuries, such as bruising, lacerations or welts, burns, fractures or dislocations
- threats of violence
- refusing someone food or service because they have not done what they were asked to
- hitting, smacking, biting, shaking or kicking
- pulling arms, hair or ears
- bending back fingers or bending the arm up behind the back
- placing hot substances in the mouth
- leaving someone in clothing or bedding that has been soiled
- physical restraint which is not justified, authorised or excused by law
- Being lifted or moved roughly or carelessly or in a way that makes a person frightened or puts them at risk.



# Appendix 2

- misuse of medication e.g.:
  - i. giving medication that has not been prescribed
  - ii. giving too much medication or over prescribing medication like anti psychotics (to make the care of people with dementia or challenging behaviours easier for employees, members and volunteers)
  - iii. Giving over the counter medication without first checking with the consumer's doctor for appropriateness or any potential harmful side effects.

## Self-neglect

### Types of self-neglect

- lack of self-care to an extent that it threatens personal health and safety
- neglecting to care for one's personal hygiene, health or surroundings
- inability to avoid self-harm
- failure to seek help or access services to meet health and social care needs
- inability or unwillingness to manage one's personal affairs

### Indicators of self-neglect

- very poor personal hygiene
- unkempt appearance
- lack of essential food, clothing or shelter
- malnutrition and/or dehydration
- living in squalid or unsanitary conditions
- neglecting household maintenance
- hoarding
- collecting a large number of animals in inappropriate conditions
- non-compliance with health or care services
- inability or unwillingness to take medication or treat illness or injury

## Sexual abuse

Sexual offences are defined in the [Sex Offences Act 2003](#)

### Child

Sexual abuse involves forcing or enticing a child or young person to take part in sexual activities, whether or not the child is aware of what is happening.

Young people under the age of 16 cannot legally consent to sexual activity and sexual intercourse with children under the age of 13 is statutory rape.

### Adult

## Appendix 2

An offence occurs when the person did not give consent to the sexual act. Consent and the legal definition of 'sexual' are covered in the Sex offences Act 2003.

Sexual abuse does not have to be physical, for example it could include jokes or comments or being made to watch, look or listen to something that makes you feel uncomfortable or embarrassed.

All adults have the right to express their sexuality. However, where there is any doubt as to a person's capacity to make informed decisions it is essential that the concern is reported and the necessary assessments are carried out in accordance with the Mental Capacity Act.

### **Interpersonal Abuse/Violence (IPV)**

Is defined as the intentional use of physical force or power, threatened or actual, against a person or group that results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment, or deprivation. IPV can be committed by a person who is or has been in a romantic relationship, spouse or partner, family member, cohabitant, or household member including a roommate

# Appendix 2

## Appendix 4 - Media consent form

- [Media Consent form](#)

# Appendix 2

## Appendix 5 - Checklist for booking transport for children

- 1) Ensure parent has agreed to their child being transported in a taxi and has signed the relevant consent forms.
- 2) Confirm with parents, where child/young person needs collecting from e.g. home, school, college and get the full address and postcode.
- 3) Find a local taxi company from the [Oxfordshire County Council approved taxi list](#).
- 4) Telephone the company and make the booking, get a quote, booking number and confirm payment by invoice. They may require a purchase order to be able to invoice.
- 5) Email Taxi Company to confirm details of young person pick up and drop off details using the booking form (available on the internet).
- 6) Receive confirmation of pick up times from the taxi company.
- 7) Confirm pick up details with the parents /young persons and telephone number of worker contact in case there is a problem.
- 8) On the day of meeting ensure worker has taxi details in case taxi does not arrive or there is delay.
- 9) Worker to meet young person at the venue/meeting.
- 10) At the end of the meeting worker to ensure that young person is collected from venue /meeting by taxi and returned home/school safely.

# Appendix 2

## Appendix 6 - Taxi Booking Form

Request from: (Name) .....

Contact telephone number ..... Mobile .....

Ref for invoice: (What event /visit) .....

Invoice Code: .....

Date of event .....

Pick up time to arrive at (address).....

.....

For (time) .....

Collect (Name of young person) .....

From (pick up address) .....

.....

- When collecting a child from school or college, please go to meet them in the school/college main reception, unless otherwise directed.
- When collecting a child **from home** knock the client's door, do not use the horn.
- Do not leave a child or young person at the destination until they have met by myself or a co-worker.
- If the child/ young person is not picked up at the designated place please call worker.
- Do not leave until the worker has investigated and gets back to the driver.
- Please let the worker know if the taxi is running late.
- Please carry names, addresses for young people on the transport
- Carry ID badge, workers or clients may ask to see badges.

Return: Collect (at time) .....

From (address) .....

And drop at (address) .....

Please let me know approximate collect and return times as soon as you can, by e-mail if that is easier so that I can pass on information to the children and young people.

Please e-mail back to (insert name) ..... to confirm details

## Appendix 7 - Contact Details

### Adult Social and Health Care

- Tel: 0345 050 7666  
8.30am - 5pm Monday - Thursday  
8.30am - 4pm Friday
- Out of hours emergency number: 0800 833408
- [socialandhealthcare@oxfordshire.gov.uk](mailto:socialandhealthcare@oxfordshire.gov.uk)

### Child Death Overview Panel

- 01865 336709
- [www.oxfordshirepct.nhs.uk](http://www.oxfordshirepct.nhs.uk)

### Designated Safeguarding Lead Officers (DSLs)

- Head of Business Improvement: 01865 252233
- Head of Housing: 01865 252447
- Policy & Partnership Team Manager: 01865 529309

### Oxford City Council Safeguarding Champions

A list of current [Safeguarding Champions](#) and contact details are available on the Intranet

### Oxfordshire Safeguarding Children's Board

[oscb@oxfordshire.gov.uk](mailto:oscb@oxfordshire.gov.uk)  
General enquiries: 01865 815843  
Training: [oscb.training@oxfordshire.gov.uk](mailto:oscb.training@oxfordshire.gov.uk)

### Oxfordshire MASH

Tel: 0345 050 7666

### Oxfordshire Children's Social Care Team

- Oxford City – 01865 328563
- Emergency Duty Team: 0800 833 408
- John Radcliffe Hospital Assessment Team: 01865 221236 (for antenatal safeguarding concerns and issues concerning children in the hospital)

### Oxfordshire Safeguarding Adults Board

- [OSAB@Oxfordshire.gov.uk](mailto:OSAB@Oxfordshire.gov.uk)
- Safeguarding Adults Triage Team 01865 328232

### Reporting Child Deaths on City Council premises

- Head of Business Improvement: 01865 252233

### Thames Valley Police

Child Abuse Investigation Unit (CAIU)

- CAIU teams are based at Cowley and Banbury Police Stations
- Non-emergency dial 101

## Appendix 2

- In an emergency dial 999

### **Domestic Abuse Investigation Unit (DAIU)**

- Teams based at Cowley and Banbury Police Station
- Non-emergency dial 101
- In an emergency dial 999

# Appendix 2

## Appendix 8 - Further Resources and information

### Care Quality Commission

- 03000 616161
- Enquiries @ [cqc.org.uk](http://cqc.org.uk)

### FGM

If you or someone you know may be at risk of FGM, please speak up and call the NSPCC on:

- 0800 028 3550 (FGM Helpline) - a free 24hr service for advice, information or support (or email: [fgmhelp@nspcc.org.uk](mailto:fgmhelp@nspcc.org.uk))
- Or contact MASH, Oxfordshire Multi-Agency Safeguarding Hub on: 0345 050 7666 (or email: [mash-childrens@oxfordshire.gcsx.gov.uk](mailto:mash-childrens@oxfordshire.gcsx.gov.uk))
- If someone is at immediate risk, call the police on 999.

For further information visit the Oxford Against Cutting website.

### Oxfordshire Age Concern Advice and Helpline

- 0345 450 1276
- [admin@ageconcern.org.uk](mailto:admin@ageconcern.org.uk)

### Oxfordshire Domestic Abuse Services (ODAS)

This service is delivered in partnership with Oxfordshire County Council and affiliated to National Women's Aid

- To access services call the Domestic Abuse Helpline on 0800 731 0055
- Email address for agency use only: [oxfordshiredomestic@a2dominion.co.uk](mailto:oxfordshiredomestic@a2dominion.co.uk)

### Oxfordshire Mind

- Phone: 01865 263730
- Email: [office@oxfordshiremind.org.uk](mailto:office@oxfordshiremind.org.uk)
- Address: 2 Kings Meadow Osney Mead Oxford OX2 0DP

### Oxford Street Population Outreach Team (Oxford SPOT)

- Tel: 01865 243229
- Email [Outreach.Oxford@mungos.org](mailto:Outreach.Oxford@mungos.org)
- More information on intervention and support can be found here: <https://www.oxford.gov.uk/info/20019/homelessness>

### NSPCC Child Protection Helpline

- 080 0800 500 [help@nspcc.org.uk](mailto:help@nspcc.org.uk)

### Training resources

- Details of the OSCB training courses, and more, are available on the OSCB web site: [www.OSCB.org.uk/training](http://www.OSCB.org.uk/training)
- Detail of OSAB training courses are available on the OSAB website: [www.OSAB.co.uk/training](http://www.OSAB.co.uk/training)

### Turning Point

- Service number for Oxfordshire is 0300 0134 776
- Email [Oxfordshire@turning-point.co.uk](mailto:Oxfordshire@turning-point.co.uk)
- Oxford Hub - Turning Point Oxford, Rectory Road, Oxford, OX4 1BU.
- Tel: 01865 261 690



# Structure Chart

## Executive Group

Chief Executive Officer, Oxfordshire County Council

Assistant Chief Constable Thames Valley Police, Accountable Officer, Clinical Commissioning Group

## Oxfordshire Safeguarding Children Board Independent Chair - Relevant Partners

### OSCB Business Group

Independent Chair, Strategic Leads and Chairs of Sub Groups

Performance,  
Audit and Quality  
Assurance  
Sub Group

Case Review  
and Governance  
Sub Group

Training  
Sub Group

Child Exploitation  
Sub Group

Neglect Task and  
Finish Group

Procedures  
Sub Group

Disabled Children  
Sub Group

Health Advisory  
Sub Group

Child Death  
Overview Panel

Safeguarding in  
Education Sub Group

Housing Forum

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# Appendix 4



## Form to be used for the Full Equalities Impact Assessment

<b>Service Area:</b> Assistant Chief Executive		<b>Section:</b> Corporate Policy, Partnership and Communicat ions	<b>Date of Initial assessment:</b>  28/04/2021	<b>Key Person responsible for assessment:</b>  Dani Granito	<b>Date assessment commenced:</b>  28/04/20
<b>Name of Policy to be assessed:</b>			Safeguarding Children, Young People and Adults with Care and Support Needs		
<b>1. In what area are there concerns that the policy could have a differential impact</b>			<b>Age</b>		
<b>Other strategic/ equalities considerations</b>			<b>Safeguarding/ Welfare of Children and vulnerable adults</b>	<b>Deprivation/Income levels</b>	
<b>2. Background:</b>			Oxford City Council undertakes a range of activity that brings its employees, members and volunteers into contact with children, young people and adults with care and support needs.		

# Appendix 4

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<p>Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p>In addition the Council procures services from other organisations who may work with children, young people and adults with care and support needs.</p> <p>The purpose of the policy is to clearly state the duty and responsibilities of all Council employees, members and volunteers working for or on behalf of Oxford City Council in relation to safeguarding children, young people and adults with care and support needs.</p> <p>The policy supports the Oxford City Council Strategy 2020-2024 priority for thriving communities.</p> <p>This policy is a statutory requirement and no perceived problems have been identified.</p>
<p><b>3. Methodology and Sources of Data:</b></p> <p>The methods used to collect data and what sources of data</p>	<p>MyConcern - central reporting system for safeguarding concerns Annual Safeguarding self-assessment Small Agency safeguarding audit for services commissioned by Oxford City Council Annual staff survey Training updates provided by Human Resources</p> <p>Data is from many other external sources to influence our direction of travel, such as The Children's Trust Board/OSCB joint data and performance dash board The OSAB Performance report/dashboard The JSNA</p>
<p><b>4. Consultation</b></p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p>	<p>Upon completing the policy, users and safeguarding officers are consulted. Responses are considered and added to the policy where appropriate.</p> <p>We have not consulted formally as changes to the policy are minor updates. In the event that significant changes were planned to the policy, a formal consultation would be carried out.</p>

## Appendix 4

<ul style="list-style-type: none"><li>• Why you carried out the consultation.</li><li>• Details about how you went about it.</li><li>• A summary of the replies you received from people you consulted.</li><li>• An assessment of your proposed policy (or policy options) in the light of the responses you received.</li><li>• A statement of what you plan to do next</li></ul>	No concerns have been raised previously regarding the equality impact.
---	--

# Appendix 4

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<p><b>5. Assessment of Impact:</b> Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<p>The policy's aim is to safeguard vulnerable adults and children and is inclusive for all. The policy takes the equality strands in to consideration and makes reference to the Equality Act 2010.</p> <p>The policy, report and action plan is solely focused on safeguarding and / or the welfare of children and vulnerable adults and will have a positive impact.</p>
<p><b>6. Consideration of Measures:</b></p>	<p>Safeguarding policy is a statutory requirement so no alternative approaches are possible</p>

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This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy					
<b>6a. Monitoring Arrangements:</b>  Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.		Quarterly strategic safeguarding group meeting chaired by Head of Business Improvement Quarterly Safeguarding Champion and Designated Officer meeting Annual review in line with Safeguarding action plan Annual self assessment			
<b>7. Date reported and signed off by City Executive Board:</b>					
<b>8. Conclusions:</b>  What are your conclusions drawn from the results in terms of the policy impact		After considering all areas of the policy, report and action plan, I can see no differential impact on any protected characteristics.			
<b>9. Are there implications for the Service Plans?</b>	YES/NO	<b>10. Date the Service Plans will be updated</b>		<b>11. Date copy sent to Equalities Lead Officer</b>	
<b>13. Date reported to Scrutiny and Executive Board:</b>		<b>14. Date reported to City Executive Board:</b>		<b>12. The date the report on EqlA will be published</b>	

# Appendix 4

Signed (completing officer)

Signed (Lead Officer)

**Please list the team members and service areas that were involved in this process:**

Dani Granito  
Laura Jones  
Caroline Green  
Amanda Ball  
Liz Jones  
Richard Adams

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**To:** Cabinet  
**Date:** 16 June 2021  
**Report of:** Executive Director of Housing  
**Title of Report:** Report on County-Wide Transformation of Rough Sleeping and Single Homelessness.

Summary and recommendations	
<b>Purpose of report:</b>	To update Cabinet on the county-wide transformation work and seek the necessary approvals to proceed. To also seek approval to retender and award the current outreach, engagement and assessment contract.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Cabinet Member for Affordable Housing and Housing the Homeless
<b>Corporate Priority:</b>	Thriving Communities.
<b>Policy Framework:</b>	Housing and Homelessness Strategy 2018-2021
<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Note</b> the progress developing the County-Wide Single Homelessness and Rough Sleeping Strategy, attached in Appendix 1;
2.	<b>Note</b> that work will be done to review the current decision making arrangements as described in the report. Any revised arrangements would be subject to a further report to Cabinet for Member consideration;
3.	<b>Note</b> the ongoing development of an alliance approach to commissioning and the approved timetable for delivery;
4.	<b>Approve</b> Oxford City Council's 5-year financial commitment from its base budget to the pooled budget arrangement of £4,842,900 in total;
5.	<b>Approve</b> the re-procurement of the Outreach, Engagement and Assessment hub contract at a value of £1,420,507 and delegate the responsibility for the award of contract to the Executive Director for Housing;

6. Approve the procurement of a Navigator service, as a separate lot, at a value of £150k and delegate the responsibility for the award of contract to the Executive Director for Housing; and
7. **Note** the potential wider operational changes required to support the county-led transformation.

Appendices	
Appendix 1	County-Wide Rough Sleeping and Single Homelessness Strategy Title
Appendix 2	County-Wide Rough Sleeping and Single Homelessness Action Plan
Appendix 3	Draft Alliance Model
Appendix 4	Commissioning Timetable
Appendix 5	Financial Appendix (Confidential)
Appendix 6	Financial Appendix for the Outreach, Engagement and Assessment Service (Confidential)
Appendix 7	Risk Register

## Introduction and background

1. This report provides an update on various work streams linked to the work to deliver a county-wide strategy and transformation of rough sleeping and single homelessness services, including revised commissioning arrangements from April 2022.
2. The recently published [Crisis Feasibility Study](#), coupled with the independent Oxfordshire Safeguarding Adults Board - [OSAB Mortality Review](#) make a series of recommendations regarding a future direction of travel towards a housing-led approach with a particular focus on multi-disciplinary working. This has significant implications for Oxford City Council, other statutory partners and third sector providers. (Please note that there is a glossary of terminology on p82 of the Crisis feasibility report).
3. These recommendations, combined with the development of the County-Wide Strategy on Rough Sleeping and Single Homelessness, have harnessed significant senior officer engagement and commitment across all public sector disciplines to take this work forward. This was consolidated during a roundtable discussion at the end of April 2021 as part of an ongoing demonstration of commitment to support the development of the various work streams. A formal 12 month Partnership Agreement with Crisis is now in place to provide further support and expertise.
4. There are currently 8 distinct work streams within the scope of this work namely governance, strategy, commissioning, 'By Name' approach, data systems, workforce development, resources, prevention and communication. The key priorities are highlighted in this report.

## **County-Wide Rough Sleeping and Single Homelessness Strategy**

5. The draft county-wide single homelessness strategy went out for public consultation in February 2021 and the publication of the final strategy and action plan is now imminent. Final draft copies are attached in Appendix 1 and Appendix 2. This is an important strategy and a significant achievement for the City and its many partners across Districts, the County Council and Health in terms of the shift to a collective commitment to end rough sleeping. The City cannot deliver the ambition on its own and this is a significant step forward, underpinning the importance of this partnership approach.
6. This multi-agency strategy will underpin the transformation in the way housing, social care and health services work together and with people in need of housing and support. It will inform future commissioning of services within Oxfordshire and will be subject to annual review by partners. The focus of the strategy is on rough sleeping and single homelessness including couples without dependants. There will be close working and connection across to the work on families, young people, people with mental health problems and people experiencing domestic abuse. The draft priorities are as follows:
  - Proactively prevent homelessness
  - Rapid response to rough sleeping
  - Focus on the person not the problem
  - Timely Move-On
  - The right home in the right place
7. It is recommended that Cabinet notes the county-wide strategy and action plan and that these should be reflected in the City's new Housing and Homelessness Strategy due for publication in Feb/March 2022.

## **Decision Making**

8. It is crucial to be able to bring together all the stakeholders who have responsibility for services with an inter-dependency on a person's homelessness (e.g. substance misuse, domestic abuse, criminal justice, health and mental health) but who also therefore have the strategic and commissioning levers to deliver structural changes for its prevention and relief. Decision making needs to be co-ordinated to ensure that strategy can be delivered and wherever possible existing structures will be used.
9. The publication of the new county-wide strategy combined with the recommendations of both the Crisis feasibility report and the OSAB review all point to a need for a strengthened structure to enable the full transition of existing homelessness services to a housing-led approach in Oxfordshire.
10. The current County-Wide Steering Group (CWSG) (which reports directly to Local Authority Chief Executives and Leaders) alongside a number of other existing bodies and groups is being reviewed to ensure that the decision making structure is fit for purpose to deliver the ambition.
11. Structures similar to a Homelessness Prevention Board (executive level, multi-disciplinary governance structures) are emerging in some other areas which comprise multi-disciplinary senior management, and sometimes also include

political representation. Work is now underway to examine learning and best practice and apply it to our local, county-wide context.

12. Cabinet are asked to note the work that is underway and that further updates will be brought back to Cabinet for approval at a later stage, if necessary.

### **Commissioning**

13. It is recognised that not only does the commissioned pathway need transforming but in order to achieve this the actual process of commissioning itself needs a step change. This is a clear recommendation from the Crisis feasibility study.
14. It has been agreed by CWSG that Oxford City and Oxfordshire County Council will jointly lead the commissioning process for the future revised pooled budget arrangement. The lead commissioner will be Oxfordshire County Council but the joint arrangement will retain sufficient leverage and influence for the City reflecting its investment and policy ambition. This arrangement is formalised in a Partnership Agreement between the two parties.
15. Furthermore, the City Council's ambition for a more agile, dynamic and equitable commissioning process which will cater for changing needs over time is taking shape with the emergence of an alliance commissioning model.
16. An alliance model is a form of partnership. There is a higher level of collaborative decision making and shared responsibility for all activities than is usually seen in most partnerships. Rather than a group of individual organisations or providers who each undertake to deliver part of the system or a set of interventions, an alliance is formed which takes responsibility for the whole system approach. Everything from planning, implementation, overall financial responsibility, risk and delivery of outcomes is shared. It should be noted therefore that the City Council's financial contribution, as noted below, will no longer be City-specific (i.e. for Oxford City clients and/or Oxford projects) but rather contribute to a county-wide solution to ending rough sleeping supported via a pooled budget. It is acknowledged that it is likely however that many of the crisis based services will continue to be based in the City, whilst enabling greater collaborative working amongst partners across the county on housing and support solutions.
17. A draft alliance model is attached in Appendix 3 which demonstrates how commissioners will play an active role in an Alliance Leadership Team and therefore will have ongoing influence at both operational and strategic levels.
18. In terms of the actual commissioning intentions, these are based on the housing-led approach recommended in the Crisis feasibility study where choice and control will be integral to the designing and commissioning of services, alongside a flexible, responsive, harm-reduction approach to providing support. The overarching areas that will be commissioned will be:
  - Intensive case-management for Housing First
  - Shared/dispersed transitional housing with a clear identity and function
  - Fluctuating support that is flexible and responsive.
  - Specific provision e.g. gender, substance misuse
  - Floating Support
  - Outreach and Navigator support

- Step down houses and embedded workers to facilitate discharge from hospital.
19. Therefore, it should be noted that “what” will be commissioned will not necessarily be the same. The shift towards a housing-led approach will see more intensive case management in the form of flexible support coming forward (rather than specific numbers of units in specific locations and projects) as well a requirement s over time to reduce large congregate settings. This transition will need to be managed carefully and collaboratively with our existing third sector providers. It should also be noted that this does not mean that there won’t be any congregate settings going forward but there is a desire for them to be smaller in size and more therapeutic in nature.
  20. There is a competitive element to the process and the Invitation to Tender is scheduled to be launched on the 18<sup>th</sup> of May 2021. It is anticipated that the final details of the model and approach will be co-produced between commissioners, providers and people with lived experience and the ongoing performance and health of the system will be the responsibility of all parties (requiring commissioners to actively participate on an ongoing basis in the work, unblocking issues, helping with solutions etc).
  21. Cabinet are asked to note and agree the ongoing development of this alliance commissioning approach and timetable attached in Appendix 4.

## **Finance**

22. The funding for this commissioning is multi-year and pooled in nature. The initial contract length will be for five years with the option to extend for a further two years. The following services are agreed within scope:
  - Accommodation-based services, including Floyd’s Row
  - Outreach and related teams
  - Floating Support
  - Step Down from Hospital and Embedded Housing Workers
23. Based on these principles, the City will make an annual contribution of £1.9m to the pooled budget. This is made up of £968,580 from the City Council’s base budget and £942,819 from RSI funding. The City’s 21/22 spend in this area is £9m and this contribution is already identified within the Medium Term Financial Strategy and reflects the City’s ambition to contain the financial pressure in this area of work. RSI funding is now conditional on it being part of a county-wide approach. The overall combined county-wide budget, with contributions from all other parties will be £3.8m in total per annum. Please see Appendix 5 (Confidential) for a full breakdown of expenditure. It should be noted that Matilda House is not included within this scope and financial envelope, as it is currently contracted directly by the City Council until the end of March 2024, after which the intention is that it is re-tendered.
24. Cabinet are asked to note and approve the commitment of the above base budget finances to the pooled arrangements over a 5 year period, starting from April 2022, noting that it extends beyond the current MTFS, at a cost of £968,580 per annum and therefore a total of £4,842,900 over a 5 year period.
25. Cabinet are also asked to note that the financial envelope above includes RSI funded services in the City at a total cost of £942,819 per annum, given that RSI monies fund such significant services across the whole of the County since 2018.

All Districts are committed to taking this approach and should there be changes to this funding at a national level then break clauses within the contracts would apply in the worst case scenario.

### **Floyd's Row and Contract Arrangements**

26. The pandemic impacted Oxford City Council's original plans for Floyds Row but what remains apparent is that an evolving assessment centre is central to the ambition of ending rough sleeping and therefore it should be within scope for the pooled budget arrangements with a contribution from the City as set out in Appendix 5.
27. It should be noted that this is not without risk however as these contributions are less than the current contract value (£1.4m per annum) which is further made up by St Mungos's contributions, HB income and District and County contributions which are currently in place. (This is in line with the City's MTFP and reserves planning position).
28. At the start of the financial year 2020/21 the Council was planning to enter into contract arrangements with St Mungo's for the provision of the new Engagement and Assessment centre at Floyds Row. This represented a step change in the way rough sleepers were supported. Instead of being assessed on the street, people would have a place to stay for a short time while they were assessed and whilst a solution to their homelessness was found.
29. The pandemic necessitated a change to our plans which included entering into revised arrangements with St Mungos to manage and provide support for our 'Everyone In ' initiative with a range of accommodation providers which has now centred on two sites namely YHA and Canterbury House.
30. Due to Covid 19 and the speed of the changing environment and requirements set by government in terms of housing all rough sleepers, the Action note PPN 01/20 published in March 2020 covering exceptional circumstances, enabling authorities with a need to procure goods, services and works with extreme urgency was used. The Covid PPN was used to extend the existing contract and the Chief Executive agreed the use of the additional funding under emergency powers on 10 July 2020, which was subsequently reported to Cabinet on 12 August 2020. A single contract was drawn up for the repurposed Floyds Row services including the outreach service, the assessment and temporary accommodation of rough sleepers and the management of the "Everyone In" accommodation, and the new requirements for supporting the residents in Canterbury House and Oxford YHA.
31. From 1 April 2022, these services will be included in the joint countywide recommissioning of accommodation and support services for people experiencing homelessness. In the meantime, they need to be recommissioned by Oxford City Council for the period from 20 July 2021 to 31 March 2022. The value of the contract will be £1,420,507 (a full breakdown is found in Appendix 6). A procurement process has commenced in terms of the specification, and award criteria ready to feed into tender documents subject to this Cabinet's approval in June. A full FTS tender process will be followed to ensure that a compliant contract will be in place before the end of the current contract period.
32. Cabinet is asked to approve this procurement exercise, which is already underway due to the timescale involved and to delegate the authority to the Executive Director of Housing to award the contract.

33. In addition, Cabinet is also asked to approve a separate procurement exercise to tender for an additional navigator service to support the exit of Everyone In, and funded for £150k by COMF.

### **Changes to Operational Activity**

34. Alongside the commissioning changes, there are a raft of potential operational changes that will be needed as part of the transformation. Key areas to note at this point are:

- The need for District Authority housing teams to continue to improve and increase levels of prevention activity, with a particular focus on early prevention (which sits outside statutory legislation). This is critical to pave the way for a housing-led system but will require further change in the City Council's Housing Needs service. This is currently within scope of the system change work which forms part of the wider Council transformation programme under the Transformation Board and is already underway in the service area.
- A co-ordinated and centralised referral route into services. These are currently managed by each District individually and there is an aspiration to create one centralised (possibly virtual) team.
- A critical improvement needed to achieve this will be the ability to have comprehensive real-time data and therefore Commissioners are investing now in improved data systems that will improve the data capture and understanding, allowing the operational activity to inform the strategic view on a cyclical basis leading to learning and evaluation, dynamic change and flexibility to changing needs. ICT solutions for this are currently being evaluated with recommendations due in May 2021.
- The development of a "By Name List" (essentially a new, system based approach for managing homelessness, by understanding individual needs and ensuring individuals remain visible even when entering settled accommodation or leave the area temporarily.) which reflects a strengths-based approach, no wrong door and the ability to not lose sight of individuals within the system. It also serves as a data dashboard showing trends in terms of emerging and changing needs, and critically gaps especially in supply that may require new interventions. Its development will take a "test and learn" approach, currently underway with the existing 'Everyone In' cohort in real time, with significant support from Crisis.
- The supply and pipeline of 1 bed units is a critical aspect of this transformation and the City Council will need to show leadership and commitment to this agenda. In addition, changes may also be necessary to the current Allocations Policy to remove barriers to housing on a county-wide basis.

35. Cabinet are asked to note these operational changes.

### **Financial implications**

36. Note here the financial implications as described in paragraphs 22 and 23 required to fund the pooled arrangement over a 5 year period, in line with the current MTFS but extends beyond by one year and further financial implications as described in paragraphs 30 and 32

### **Legal issues**

37. Legal implications linked to changes to decision making will need to be brought back when proposals have been clarified, if necessary.
38. The procurement, commissioning and award of contracts for the service described in paragraph 32 will be undertaken in compliance with the Council's contract rules contained in part 19 of its Constitution.

### **Level of risk**

39. The Risk Register is attached in Appendix 7

### **Equalities impact**

40. The commissioned services will be subject to monitoring of its performance and impact on individuals including matters of equality and diversity.

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<b>Background Papers:</b> None
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## Oxfordshire's Homelessness and Rough Sleeping Strategy 2021-26

### Introduction

This is the first county wide Oxfordshire Homelessness and Rough Sleeping Strategy and marks a commitment to an inter-agency cross sector partnership approach. Significant innovations include a Housing Led / Housing First approach, so that people are supported in tenancies rather than proving they are tenancy ready, and use of a By Names List to ensure real time data informs decisions and developments.

The Covid-19 response has shown things can be done differently when normal rules no longer apply. Councils, under the government's 'Everyone In' scheme were required to provide self-contained emergency accommodation to people sleeping rough during the lockdown. This took a public health approach, overriding existing legal tests of who might qualify for assistance. Services in 2020 are working to ensure those accommodated do not return to rough sleeping, in part funded by the Next Steps Accommodation Programme (NSAP), which has now become the Rough Sleeper Accommodation Programme (RSAP).

However, we collectively face challenges in coming months and years. The ongoing health threats of the Covid-19 pandemic put those who are homeless, or who live or work in shared housing and support services at increased risk and make the provision of services more challenging. The economic impacts have the potential to significantly increase financial hardship and put more people at risk of homelessness. Voluntary and community sector organisations that provide an important safety net are also experiencing financial and operational impacts.

This strategy draws on the year-long Housing-led Feasibility Study, undertaken by Crisis during 2019-2020, which engaged with people with lived experience of homelessness and rough sleeping in Oxford and countywide. A housing-led, or 'rapid rehousing', approach seeks to end a person's homelessness by moving them into their own home as soon as possible, before addressing any other issues they may need support with. This would be a significant change from the current provision which is heavily focussed on placements within supported accommodation, including hostel provision. Prevention of homelessness by working upstream is also fundamental to the strategy.

The strategy is informed by the recommendations of the Oxfordshire Safeguarding Adults Boards' Thematic Review (SAR) of Homelessness 2019, which explored the circumstances surrounding the deaths of 9 individuals who had all experienced what the report terms multiple exclusion homelessness leading up to, and at the time of, their deaths in 2018/19.

The strategy is also informed by the recommendations from the Homelessness Health Needs Assessment published in 2019.

The Oxfordshire councils, Oxfordshire County Council; Oxford City Council; Cherwell, South Oxfordshire, Vale of White Horse and West Oxfordshire District Councils; the Oxfordshire Clinical Commissioning Group (CCG) and Oxford Health NHFT currently resource around £12.5 million worth of supported housing<sup>1</sup>, targeted at people in housing need and those who sleep rough. In addition, Oxfordshire benefits from a great deal of community-based support. However, this strategy is needed because:

- Over the course of a year around 600-700 people sleep rough in Oxfordshire

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<sup>1</sup> This figure includes Mental Health supported accommodation

# Appendix 1

- 64 people were sleeping rough in Oxfordshire on a 'typical' night in November 2019
- Life expectancy for people who sleep rough, is on average 30 years less than the rest of the population. People who sleep rough die, on average, between the ages of 43 and 47 years
- People who sleep rough are 17 times more likely<sup>1</sup> to be victims of violence than those who do not
- Nationally, 14% of those who sleep rough are women. A quarter of women sleeping rough have been sexually assaulted while on the streets
- Three quarters of people who are street homeless experience mental ill health.
- Two thirds of people who are street homeless report using drugs and/or alcohol to cope
- In Oxfordshire, our housing, social care and health systems are fragmented. Access to housing is linked to location and can be dependent on district or city connection
- Those currently using housing and support services have very little choice over or input to these.

The Ministry of Housing, Communities and Local Government (MHCLG) is supporting Oxfordshire councils to work in a more coordinated and consistent way to tackle rough sleeping and homelessness by resourcing the partnership to deliver a 'one system' approach in Oxfordshire.

This multi-agency strategy will underpin a transformation in the way housing, social care and health services work together and work with people in need of housing and support. It will inform future commissioning of services within Oxfordshire. It will be subject to annual review with partners.

The focus of this strategy is on rough sleeping and single homelessness including couples without dependants. There will be close working and connection across to the work on families, young people, people with mental health issues and people experiencing domestic abuse.

There is a separate Action Plan setting out 1) actions, 2) by whom and 3) Outcomes/measures for each of the "We will" bullet points within the 5 priorities set out below. This plan will be kept under review.

## Vision

To prevent and resolve homelessness, so that no one sleeps rough in Oxfordshire and that sustainable housing solutions are found so that the impact of homelessness on people's lives is reduced.

## Principles

- We treat people in need of our services with respect
- We acknowledge people as individuals and work with their strengths
- We work in a 'psychologically informed way', understanding how past trauma and adverse childhood experiences affect people who experience homelessness
- We actively involve people affected by homelessness in identifying solutions and offer choice wherever possible
- We avoid 'gatekeeping' in the delivery of services
- There is a human face to our services so that the person who is homeless has a named person they can contact

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- We focus on the health, wellbeing and quality of life of people who experience homeless, addressing the whole person, not just housing needs
- We co-operate to deliver a co-ordinated and consistent service across the county
- Take action to maximise the resources available to deliver the vision
- We will engage positively with the voluntary sector and faith-based groups
- Senior leaders across the system will seek to influence and lobby national policy and longer-term funding developments across MHCLG, Dept of Health, MOJ etc

## **Purpose/ Mission: transform the way we respond**

Developing a whole system approach is at the heart of this strategy. We need to coordinate the way services work together to prevent people from being passed between agencies without clarity as to who retains responsibility or who to contact; or from becoming lost in the gaps between services. We need to ensure we respond to the wider needs of individuals, not just their presenting or urgent issue. We will:

- Hold relevant organisations and system leaders to account for delivering strategic objectives and service improvement, through clearer countywide governance, in relation to the prevention of and effective response to 'multiple exclusion' homelessness.
- Ensure greater choice and flexibility in provision of housing and support and greater collaboration to deliver better outcomes.
- Prevent people in need of housing and support from being passed between agencies  
Establish system-wide performance indicators, focusing on performance at the 'joins' between services and overall outcomes of the individual, not just the project

We need to transform the way our services understand and respond to the hopes, needs and experiences of individuals. We will:

- Ensure our services understand and adjust for the impact of past trauma and adverse childhood experiences, particularly on those experiencing 'multiple exclusion homelessness'. This means workforce transformation across the statutory and voluntary sectors.
- Ensure that our services are culturally competent and able to respond to the diversity and individuality of the people we work with, including the importance of informal networks to people's lives.

## **Priorities:**

### **1. Proactively prevent homelessness**

The Homelessness Prevention Act 2017 extended the period in which a household is defined as 'threatened with homelessness' from 28 to 56 days. It also placed a new 'prevention' duty on local authorities to 'take reasonable steps' to prevent the threatened homelessness of anyone who is eligible.

The City and district councils have implemented the new legislation and practices. However, research shows that the prevention rate can be further improved where

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intervention occurs before the 56 day timescale in the Act. Good practice initiatives need to be developed further, to ensure a coherent countywide prevention approach, informed by direct evaluation from those with lived experience. Crisis's research found Oxfordshire councils are more than five times more likely to give financial assistance to someone owed a prevention duty to secure alternative accommodation than to help them to secure the accommodation they were already occupying.

A significant focus on prevention will be essential over the coming months and years, as we recover from the impact of the COVID-19 pandemic. Between March - May 2020, the number of claimants of unemployment benefits in Oxfordshire increased from 6,655 to 17,500, an increase of 10,845 or 163%. This was above the increases across England (+114%) and the South East as a whole (+150%)<sup>2</sup>. The government put a hold on eviction processes following lockdown, but these recommenced in October 2020. Local authorities need to overcome any concerns that engaging with people at an early stage of housing need will increase caseloads. The Homelessness Code of Guidance for Local Authorities states that advice and information should aim to assist people as early as possible to maximise the chance of preventing homelessness, as well as encouraging them to contact the Authority as soon as possible rather than waiting until crisis point.

Statutory service cannot do this alone and will need to support a wide range of partners to ensure availability of accurate, accessible and timely help and advice.

We will:

- Implement effective, evidence-based prevention services with strong links to specialist services e.g. mental health, drug and alcohol misuse.
- Improve access to timely, accurate information and advice on all elements of homelessness prevention
- Ensure there are effective links and “wrap around care” between services, so an individual is supported to access all the services they require.
- Go beyond the homelessness legislation to intervene early and prevent homelessness whether there is a statutory duty or not
- Deliver consistent tenancy sustainment support across the whole county and all housing providers and tenures including in the Private Rented Sector (PRS), and supported housing including pre-eviction protocols where appropriate
- Use a data-led approach to proactively identify those who may be at risk of losing accommodation or of being discharged without accommodation
- Ensure housing options services are accessible and responsive to all who need them, including a strong PRS offer such as deposits and rent in advance.

## 2. Rapid response to rough sleeping

Current outreach services tend to focus on verification and the ‘processing’ of people who sleep rough, with limited opportunity for individuals concerns to influence what happens to

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<sup>2</sup> <https://oxfordshire.org/covid-19-economic-impact-showing-in-data-new-reports-added-to-ocf-insight-website/>

# Appendix 1

them. The default option is often a referral to whichever supported housing project has a bedspace available. It is evident that many people with lived experience avoid or disengage from statutory services because of restricted options or placements that do not fit their wider needs. These include concerns about physical and psychological safety and the opportunity to either abstain from or safely use alcohol and other substances.

The SAR highlighted concerns that in some cases people experiencing multiple exclusion homelessness are required to sleep rough before they can access necessary help, support and care services. Records show that 20% of those accommodated within county under **Everyone In** had No Recourse to Public Funds (NRPF) or were EEA workers who had lost their Worker Status. These are people who are prevented by law from accessing mainstream housing, welfare benefits and employment.

## **We will:**

- Ensure that people experiencing multiple exclusion homelessness are not required to sleep rough in order to be offered help
- Ensure rapid access for all those who are sleeping rough or at immediate risk of rough sleeping to a 'psychologically informed' assessment of their specific needs
- Wherever possible keep people in their local area, where long term housing solutions can be found, rather than having to travel to the City for accommodation and support services
- Provide access to advocacy and informal support from peer mentors
- Provide a range of safe, dignified provision for people coming directly from the streets
- Provide a range of flexible accommodation, which can be adapted for single people or couples and create safe spaces for women and LGBTQ+ rough sleepers
- Identify appropriate housing and support solutions by working jointly with individuals in housing need, using a strengths-based approach
- Ensure that people experiencing multiple exclusion homelessness benefit from an integrated approach to their care and support, mental health, physical health, drug and alcohol misuse and accommodation needs
- Identify appropriate safety nets for people with No Recourse to Public Funds (NRPF) including EEA Nationals having problems with Worker Status.

## **3. Focus on the person, not the problem**

Many individuals remain involved in the homelessness 'system' for years, sometimes decades, unable to move forward despite the involvement of multiple professionals. There is concern that some individuals are not on any authority's housing register; they continue to be affected by past incidents and are dealt with in a 'deficit-based' way. A lack of collective responsibility too often allows individuals to drop between services, effectively 'ceasing to exist' until the re-present.

# Appendix 1

There is need for an oversight mechanism; shared responsibility for a list of those who need a multi-agency case-management approach to end their homelessness. This needs to be based on a plan, co-produced with the individual, centred on their specific needs and aspirations.

Supported housing placements are often the 'default position', regardless of an individual's needs, concerns or aspirations. Most people who sleep rough are offered no other option. Much supported housing is of relatively low physical standard which is difficult to change when those living there have little incentive to maintain it, having been given no choice to live there and it being transitory in nature. It may be difficult for specific placements to accommodate couples or pets, which prevents the formation or sustainment of relationships and connections.

The Crisis research highlights inherent conflicts in the current 'staircase model' which requires people to remain in supported housing for around 12 months to demonstrate 'tenancy readiness'. The nature of supported housing prevents those accommodated from treating it as their home and forming any kind of connection. Concentrating people with a range of 'behavioural problems' in one location is challenging for individuals. It also means that staff must try and balance the need to enforce necessary rules with the development of positive relationships that those placed need in order to achieve positive change.

Crisis acknowledge that a minority of people in housing need may benefit from congregate models of supported housing, mainly where:

- their needs for assistance to sustain independence is based around health needs that may benefit from therapeutic group work, rather than behavioural challenges
- their health and wellbeing require a significant degree of constant active monitoring to ensure their safety
- an important element of assistance is the provision of mutual support from those with shared experiences or a shared commitment to behavioural change.

Ultimately, supported housing can be an expensive way of delivering housing support because of the staff time involved in managing interactions between people with different but complex behavioural problems.

## **We will:**

- Adopt a 'Housing-led' approach to providing the level and type of support agreed with those at risk of rough sleeping or experiencing multi- exclusion homelessness
- Improve the multi-agency case management of people who have been sleeping rough long term, by implementing the 'By Name' approach
- Improve wider wellbeing and improve quality of life of those in housing need, including those experiencing multiple-exclusion homelessness. This will include timely intervention from specialist services e.g. mental health, drug and alcohol misuse, physical health and Safeguarding including neglect as well as implementing the learning from the Mortality Review Panel which investigates the deaths of all homeless people in Oxfordshire.
- Ensure rents are such that people are able to work, and are supported to maintain / return to work.

## 4. Timely move on

Over 1000 bedspaces are currently commissioned across the county, plus a significant amount of floating support, outreach, advice and day provision. Investment in the total resource, including mental health provision, was estimated at £12.5 million. Crisis found that most people moved into supported housing do not go through the Housing Options process and only 13% of those placed in supported housing gained access to settled housing during 2018/19.

Significantly, the difficulty in finding move-on accommodation means many individuals stay far longer in what is intended as transitory, supported housing than intended. The frustration this causes can undo positive changes made by the individual in conjunction with the support staff. The SAR highlights that a bedspace in supported accommodation is not a 'solution' to people's needs or aspirations. Delayed move on can impact negatively on people in a similar way to delayed discharge from hospital

Funding arrangements in supported housing impact on individuals often not being able to afford to move on if they gain employment. This is not the case where support is provided separately to housing.

### We will:

- Ensure those accommodated in supported temporary housing have clearly identified and regularly reviewed routes to settled accommodation
- Improve access to social housing by single households experiencing or at risk of homelessness by ensuring a strong focus in the work of the Housing Needs teams and necessary changes in relevant policies.

## 5. The right home in the right place

In Oxford the average house price of £513,754 is around 17 times the UK average yearly household income of £29,600. The lack of supply of affordable one bed properties remains a problem countywide. However, research found examples of quotas for move-on allocations not being filled, and of registered providers (RPs) letting their accommodation via Right Move because they have not been let through Choice Based Lettings schemes. The level of social housing lettings per 1000 households in Oxfordshire is currently above the national average. However, the numbers of those social housing registers in Oxfordshire have fallen faster than the national average. A significantly lower proportion of lettings to those in 'reasonable preference' categories are made to those who are homeless, within the county. The proportion of lettings going to the most vulnerable single homeless applicants in Oxfordshire is half the national average. There is evidence of overly restrictive practices in the way local authorities manage access to their housing registers for those who have had problems in past tenancies, although there is a lack of data as to the numbers affected.

During *Everyone In*, researchers identified many individuals who were not on a housing register despite having been homeless in a locality for many years. Mental health service providers gave evidence that people with a diagnosis of mental health issues are frequently denied access to housing registers.

Local authorities are not using their powers to create their own additional preference categories. The only example of this is at CDC, for people experiencing domestic abuse. A much higher proportion of social housing allocations

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in Oxfordshire go to households nominated by local authorities to RPs than is the case nationally.

There is anecdotal evidence that some RPs are risk adverse in relation to housing more vulnerable residents, but this is not adequately monitored or evidenced. Policies relating to move on from supported housing focus on demonstrating 'tenancy-readiness' when this could be achieved by being 'tenancy-supported'.

There is good work being undertaken by councils and voluntary and community sector organisations to secure access to the private rented sector (PRS) for those experiencing homelessness, but this is patchy and not consistent across the county. Some council schemes do not focus on single households and tenancy sustainment provision is not consistent.

All opportunities need to be explored to widen the range of housing options for single people, to better respond to individual needs and choices.

## **We will:**

- Minimise all barriers to allocating social housing to single homeless households in greatest housing need, monitoring, reviewing and developing allocation policies, working positively with Social Landlords to understand and mitigate concerns, ensure excellent and persistent delivery of support, which can be long term when needed
- Work with Registered Providers to ensure applicants with support needs are 'tenancy supported', not 'tenancy ready'.
- Promote access to and sustainment of good quality tenancies in the private rented sector
- Increase the supply and range of housing options for single households by: setting targets for allocations to Housing First, measure results and hold system leaders to account; influencing developers, Planning policies and registered providers, including considering new build options; considering retention of some shared housing as low or no support.

## **Appendix 1 Strategic Context**

### **Housing Act 1996 as amended/ Homelessness Reduction Act 2017**

Our District and City housing authorities have a statutory responsibility for publishing an homelessness and rough sleeping strategy every five years and must prevent homelessness and offer assistance.

### **The Care Act 2014**

Places a duty of the County Council, explicitly referencing housing as key to promoting the integrations of health and care



# Appendix 1

**The County strategy, [Oxfordshire 2030](#)** set out the overarching strategic plan for the future of Oxfordshire, including the priorities:

- Healthy and thriving communities
- Reducing inequalities and breaking the cycle of deprivation

The strategy is to be achieved through a partnership approach.

## NHS Long Term Plan

## Appendix 2 Resources

### Local housing authorities

Oxford City, Cherwell, South Oxfordshire, Vale of Oxfordshire and West Oxfordshire District Councils

- Housing options teams
- Housing allocations teams
- Strategic Housing Teams
- Revenues and Benefits teams
- Economic growth teams

### Health, Education and Social Care (HESC) Commissioning, Oxfordshire Clinical Commissioning Group (OCCG)/Oxfordshire County Council

- Financial resources: commissioning
- Staff resources in relevant teams – Adult social care/ mental health/ Childrens Services/ education
- Public Health

### NHS Health Trusts

- Oxford Health for mental health and Community Services Directorate where Luther Street and District Nursing sit and links for Out Of Hospital project
- OUH linked in re the Out Of Hospital project and have significant role re health and wellbeing of homeless population including a community safety and safeguarding agenda around homelessness. Homeless people are invariably high demand users of healthcare, in particular urgent / emergency care services

### MHCLG funding

- Rough Sleepers Accommodation Programme formally called Next Steps
- Rough Sleepers Initiative
- Cold Weather Fund
- [Extra help for rough sleepers with drug and alcohol dependency - GOV.UK](https://www.gov.uk/government/news/extra-help-for-rough-sleepers-with-drug-and-alcohol-dependency)  
([www.gov.uk](https://www.gov.uk))

**Voluntary and community sector organisations** and the general public who want to see an end to rough sleeping. This includes Oxfordshire Homeless Movement and the Lived Experience Advisory Forum. Also the current providers of homelessness services: Connection Support, Homeless Oxfordshire, Mayday Trust and St. Mungo's. But also the many locally based community groups and charities who offer important help and support to people affected by homelessness.

6/5/2021

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# Appendix 2

## Oxfordshire's Homelessness and Rough Sleeping Strategy 2021- 26

### Action Plan 6/5/21 for continuous development

#### Transform the way we respond

	Objective	Action	By Whom	Key outcomes/measures
T.1	Hold relevant organisations and system leaders to account for delivering strategic objectives and service improvement	<ul style="list-style-type: none"> <li>Establish clearer countywide governance, in relation to the prevention of and effective response to 'multiple exclusion' homelessness</li> </ul>	Lead: Countywide Homelessness Steering Group (CHSG) working with relevant lead officers.	Strong governance arrangements in place. Effective decision-making and lines of accountability identified.
T.2	Ensure greater choice and flexibility in provision of accommodation and support and greater collaboration to deliver better outcomes	<ul style="list-style-type: none"> <li>Review commissioning and contract management of support services</li> </ul>	Lead: OCC (Oxfordshire County Council) and OCtyC (Oxford City Council) reporting to Joint Management Group (JMG) as part of CHSG.	New accommodation based and floating support services in place
T.3	Prevent people in need of housing and support from being passed between agencies	<ul style="list-style-type: none"> <li>Establish system-wide performance indicators, focusing on performance at the 'joins' between services and overall outcomes of the individual, not just the project</li> </ul>	Lead: CHSG	New protocols and ways of working. Concept of a virtual county wide housing team

## Appendix 2

T.4	Ensure services understand and adjust for the impact of past trauma and adverse childhood experiences, particularly on those experiencing 'multiple exclusion homelessness'. This means workforce transformation across the statutory and voluntary sectors.	<ul style="list-style-type: none"> <li>Deliver services in a psychologically informed way linking with specialist services to minimise harm including suicide prevention.</li> </ul>	Lead: OCC and CHSG	Workforce transformation piece included in commissioning. Staff in all relevant organisations completing training and implementing
T.5	Ensure that our services are culturally competent and able to respond to the diversity and individuality of the people we work with, including the importance of informal networks to people's lives.	<ul style="list-style-type: none"> <li>Deliver services with a strong focus on Equality, Diversity and Inclusion</li> </ul>	Lead: OCC and CHSG	Positive experiences reported. EDI framework with reach across workforce transformation and monitoring.

### Proactively prevent homelessness

	Objective	Action	By Whom	Key outcomes/measures
1.1	Implement effective, evidence-based prevention services with strong links to specialist services e.g. mental health, drug and alcohol misuse.	<ul style="list-style-type: none"> <li>Share practice among local authorities as to prevention initiatives, that work well</li> </ul>	Lead: District Councils and OCtyC	Improved prevention and 'pre-prevention' and relief rates
		<ul style="list-style-type: none"> <li>Involve those with direct experience of homelessness in the design of prevention services</li> </ul>	Lead: Steering group	Co-production embedded in commissioning and service development
1.2	Improve access to timely, accurate information and advice on all elements of homelessness prevention	<ul style="list-style-type: none"> <li>Consult with people with lived experience as to the type and form of information they need and can access</li> <li>Improve signposting, information and advice</li> </ul>	Lead: District Councils and OCtyC	Co-production embedded in commissioning and service development

## Appendix 2

1.3	Go beyond the homelessness legislation to intervene early and prevent homelessness whether there is a statutory duty or not	<ul style="list-style-type: none"> <li>Engagement before the 56 days</li> </ul>	Lead: District Councils and OCtyC	Upstream prevention achieved using PHPs and the recommissioned floating support.
1.4	Deliver consistent tenancy sustainment support across all housing providers and tenures including in the Private Rented Sector (PRS), and supported housing including pre-eviction protocols where appropriate	<ul style="list-style-type: none"> <li>Coordinate the system for tenancy support across providers</li> <li>Consistent implementation of pre-eviction protocols</li> </ul>	Lead: OCC, Districts and OCtyC	Recommissioned and in-house floating support services that prioritise and impact on those most at risk with an absolute minimum of evictions which are managed to minimise impact and with active safeguarding.
1.5	Proactively identify those who may be at risk of losing accommodation or of being discharged without accommodation	<ul style="list-style-type: none"> <li>Collect and share data effectively across organisations</li> <li>Engagement with hospitals and prisons</li> </ul>	Lead: OCC and OCtyC	Implementation of By Name approach recommended by Crisis. Improve the commissioned data collection system (currently Oxthink) and other data led initiatives lined to welfare reform work.
1.6	Ensure housing options services are accessible and responsive to all who need them, including a strong PRS offer such as deposits and rent in advance.	<ul style="list-style-type: none"> <li>Provide support to those who need help navigating or accessing homelessness prevention services</li> </ul>	Lead: CHSG	Consider how to resource initiatives previously funded by Trailblazer. Make best use of community navigators and embedded housing workers

# Appendix 2

## Rapid response to rough sleeping

	Objective	Action	By Whom	Key outcomes/measures
2.1	Ensure that people experiencing multiple exclusion homelessness are not required to sleep rough in order to be offered help	<ul style="list-style-type: none"> <li>Review all verification practices</li> </ul>	CHSG/OCC and OCTyC	No one is required to sleep rough in order to be prioritised for help
2.2	Ensure rapid access for all those sleeping rough or at immediate risk of rough sleeping to a psychologically informed assessment of their specific needs	<ul style="list-style-type: none"> <li>Invest in a psychologically informed assessment hub in Oxford City</li> </ul>	CHSG/OCityC/OCC commissioners	Mental health, psychological support and drug and alcohol support is built into the model
		<ul style="list-style-type: none"> <li>Explore options, including outreach, surgeries and digital methods for extending an assessment hub service countywide.</li> </ul>	CHSG/OCC commissioners	The assessment hub services are available county wide
		<ul style="list-style-type: none"> <li>Co-locate clinical and professional specialists to ensure assessment covers full range of needs</li> </ul>	As above	As above
2.3	Provide access to support and advocacy from peer mentors	<ul style="list-style-type: none"> <li>Embed peer mentors e.g. at the assessment hub</li> </ul>	As above	People with Lived Experience are employed in the system  Number of peer mentors trained No. of peer mentors providing sessions
2.4	Provide a range of safe, dignified provision for people coming directly from the streets	<ul style="list-style-type: none"> <li>Commission appropriate, safe and dignified provision for people coming directly from the streets</li> </ul>	CHSG	New contracts in place April 2022
2.5	Provide a range of flexible accommodation, which can be adapted for single people or	<ul style="list-style-type: none"> <li>Commission a range of flexible accommodation, adaptable for single people and couples</li> </ul>	As above	As above

## Appendix 2

	couples and create safe spaces for women and LGBTQ+ rough sleepers			
2.6	Identify appropriate housing and support solutions by working jointly with individuals in housing need, using a strengths-based approach	<ul style="list-style-type: none"> <li>Embed a strengths-based approach in organisations providing housing and support</li> </ul>	CHSG	No. of staff trained in strengths-based approach
2.7	Ensure that people experiencing multiple exclusion homelessness benefit from an integrated approach to their care and support, mental health, physical health, substance misuse and accommodation needs	<ul style="list-style-type: none"> <li>Better inter-agency working based on learning from Crisis research and SAR</li> <li>Mortality Review process in place</li> <li>Development of wrap around care, led by substance misuse services, with MHCLG funding</li> </ul>	CHSG/OSAB	Reduced mortality rates and improved mental and physical wellbeing of people affected by homelessness
2.8	Identify appropriate safety nets for people with No Recourse to Public Funds (NRPF) including EEA Nationals having problems with Worker Status	<ul style="list-style-type: none"> <li>Support partners and community organisations</li> <li>Map needs</li> </ul>	CHSG with Oxfordshire Homeless Movement	Reduce number of people with NRPF sleeping rough

### Focus on the person, not the problem

	Objective	Action	By Whom	Key outcomes/measures
3.1	Adopt a 'Housing-led' approach to providing the level and type of support agreed with those at risk of rough sleeping or experiencing multi-exclusion homelessness	<ul style="list-style-type: none"> <li>Review commissioning and contract management arrangements for the provision of support, ensuring choice and variety is maximised, including support not linked to a housing offer.</li> </ul>	CHSG/ OCityC/OCC commissioners	New contracts in place
		<ul style="list-style-type: none"> <li>Ensure the development of supported housing in line with Housing Led principles</li> </ul>	As above	As above

## Appendix 2

		<ul style="list-style-type: none"> <li>Undertake a clear assessment with every individual who requires support and arrange delivery in a flexible way minimising the need for moves</li> </ul>	As above	As above
3.2	Improve the multi-agency case management of people who have been sleeping rough long term	<ul style="list-style-type: none"> <li>Implement the 'By Name' approach which will cover all people engaged with the Alliance and will be integrated with data systems.</li> </ul>	CHSG	BNL tracks and prioritises, ensures no one is lost and delivers system data to drive ongoing change.
3.3	Improve wider wellbeing and quality of life of those in housing need, including those experiencing multiple-exclusion homelessness. This will include timely intervention from specialist services e.g. mental health, substance and alcohol misuse and implementing the learning from the Mortality Review Panel which investigates the deaths of all homeless people in Oxfordshire.	<ul style="list-style-type: none"> <li>Improve links to education; creative activities; physical activities; health and wellbeing services</li> <li>Work with partners to ensure all relevant strategies and services cover those in housing need</li> </ul>	CHSG	Reduced repeat homelessness and tenancy breakdown
3.4	Ensure rents are such that people are able to work, and are supported to maintain / return to work.	<ul style="list-style-type: none"> <li>Ensure a focus on employment where relevant.</li> <li>Ensure that rents are as affordable as possible for people to be able to work.</li> </ul>	CHSG/ OCityC/OCC commissioners	Baseline data on employment year 1 then agreed plan to maintain or improve.



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## Timely move on

	Objective	Action	By Whom	Key outcomes/measures
4.1	Ensure those accommodated in temporary housing have clearly identified routes to move on accommodation	<ul style="list-style-type: none"> <li>A clear lead identified for casework in each District / City <b>for everyone</b> and truly multi agency work. This will be integrated with the Personal Housing Plan (PHP) where there is a Prevention or Relief duty. PHPs may well be extended beyond the length of the duty.</li> </ul>	Lead: City and Districts / Alliance support worker and individual	Reduce time in temporary housing, improve flow in the system
		<ul style="list-style-type: none"> <li>PHP or other casework plan to include active and regularly reviewed Housing register application</li> </ul>	City and Districts	Improved access to social housing
		<ul style="list-style-type: none"> <li>Ensure clarity between the individual and accommodation provider as to the purpose of their stay and intended route forward</li> </ul>	Lead: Supported housing providers	Reduce time in temporary housing, improve flow in the system
4.2	Improve access to social housing for single households experiencing or at risk of homelessness	<ul style="list-style-type: none"> <li>Work with RPs to deliver adequate affordable housing for single people and couples</li> </ul>	Lead: LA Strategic Housing Teams	Improved access to social housing

## The right home in the right place

	Objective	Action	By Who	Key outcomes/measures
5.1	Minimise barriers to allocating social housing to single homeless households in greatest housing need	<ul style="list-style-type: none"> <li>Regularly monitor cases of single homeless people excluded from the housing register. Encourage review of the exclusion criteria.</li> </ul>	Lead: Local Authority Housing Team (LAHT)	Improved access to social housing
		<ul style="list-style-type: none"> <li>Understand and work with the</li> </ul>	CHSG	As above

## Appendix 2

146		<p>concerns of RPs. Ensure the development of strong working relationships and agreements between the Alliance of support providers and the social landlords</p> <ul style="list-style-type: none"> <li>• Monitor and report on the incidence of single homeless nominations which social housing landlords have not accepted to maximise learning and develop new solutions.</li> <li>• Allocations across LA areas by appropriate means, albeit enabling people to stay local often best.</li> <li>• Allocations integrated with BNL across the County.</li> <li>• Clearing house for Hard to Let Properties.</li> </ul>	<p>LAs and RPs</p> <p>CHSG</p> <p>LAs and RPs</p>	
		<ul style="list-style-type: none"> <li>• Use the above monitoring information to revise all allocation policies</li> </ul>	LAs	As above
		<ul style="list-style-type: none"> <li>• Review all Nomination Arrangements with Registered Partners</li> </ul>	LAs/ RPs	Measures: Targets as part of Annual lettings plans for number of allocations made to those with additional support needs
		<ul style="list-style-type: none"> <li>• Review and share learning between local housing authorities on differences in rate of allocations going to more vulnerable single housing applicants</li> </ul>	LAs/ RPs	Improved access to social housing
		<ul style="list-style-type: none"> <li>• Establish an additional preference</li> </ul>	LAs	Improved access to social

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		group on housing registers, covering those with a history of rough sleeping or at greater risk of sleeping rough		housing
5.2	Work with RPs to ensure applicants with support needs are 'tenancy supported', not 'tenancy ready'	<ul style="list-style-type: none"> <li>• Ensure understanding of the difference in approach</li> <li>• Ensure strong preparation work for taking up a tenancy with support.</li> <li>• Ensure excellent and persistent delivery of support, which can be long term when needed, thereby minimising the impact and costs to social landlords.</li> </ul>	CHSG	Staff training New policies
5.3	Promote access to and sustainment of good quality tenancies in the PRS	<ul style="list-style-type: none"> <li>• Compare offers to landlords and recommend changes to incentives</li> </ul>	City and Districts/Landlord forums	Better access to PRS
5.4	Increase the supply and range of housing options for single households	<ul style="list-style-type: none"> <li>• Increase the number of Housing First tenancies from base of 30 to 50 per year across Oxfordshire with flexibility in proportions by area.</li> <li>• Explore options for creation of suitable housing within planned developments and by consulting on new build options.</li> <li>• Explore options for some smaller shared housing to include some low or no support beds thereby becoming housing led</li> </ul>	LAs and RPs	Delivery of Housing First (HF) target. Annual review of HF target against needs. Reduced reliance on shared supported housing Creation of new self contained and/or ensuite with shared kitchen provision with appropriate support on site. Possible expansion of shared housing capacity.

### List of abbreviations

CHSG - Steering Group is the Countywide Homelessness Steering Group (CHSG) made up of lead public sector partners, Crisis and the Chief Executive of a housing association.

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JMG – the Joint Management Group of organisations that fund homelessness services through a pooled budget which will become a subsection of the CHSG

OCtyC – Oxford City Council

OCC – Oxfordshire County Council

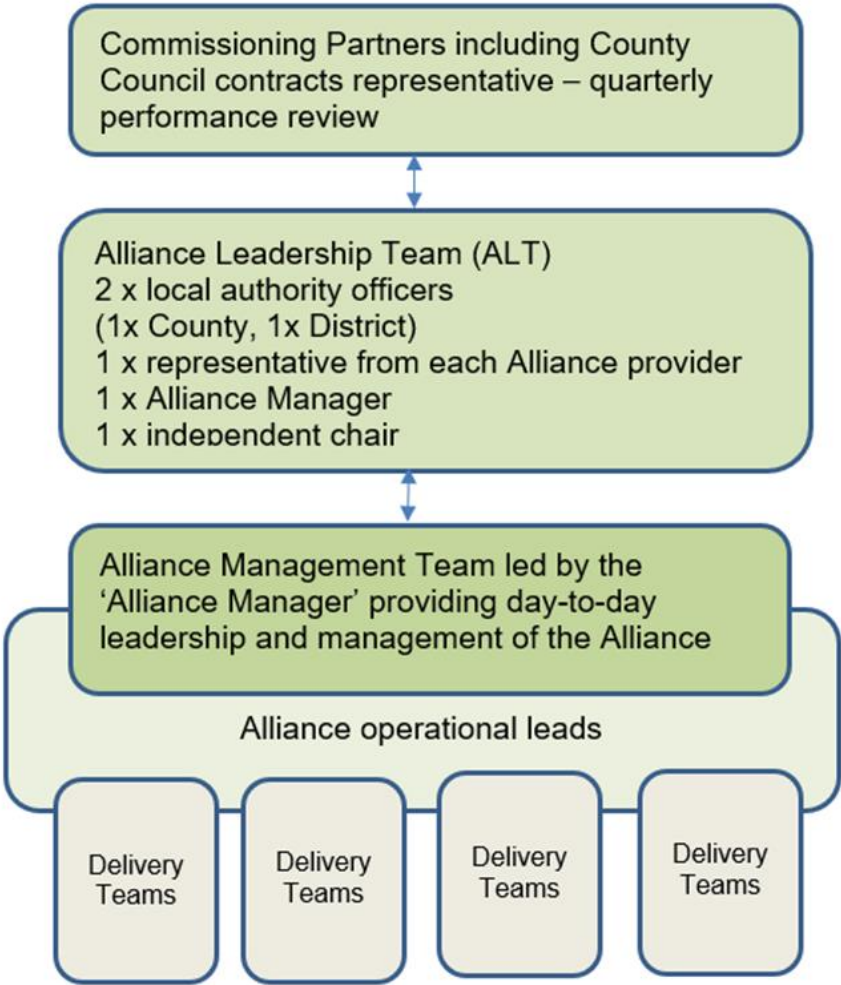
LAs – Local Authorities

LAHT – Local Authority Housing Team, maybe called differently in different authorities e.g. Housing Options Team, Housing Needs Team

RPs – registered providers of housing

OSAB – Oxfordshire Safeguarding Adults Board

Appendix X – Draft Alliance Model



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## Appendix 4

Commissioning Timetable	When
Agreement of scope	January 2020
Needs analysis	February 2020
Feasibility study launch event including senior leaders OCC and OCCG	November 2020
Commissioning intentions, shared with Steering Group and JMG	January 2021
Scope agreed by all parties	January 2021
Business Case submitted to DLT	January 2021
Drafting contracts, tender documents and service specifications	Mid-March
Provider workshop date advertised on SE business portal with high level commissioning intentions around the remodelled services	April 2021
Release of tender documents onto the portal	18 <sup>th</sup> May 2021
Close of advert on the portal	28 <sup>th</sup> June 2021
Bids Evaluated – panel moderation	8 <sup>th</sup> & 9 <sup>th</sup> July 2021
Provider Interviews held	20 <sup>th</sup> & 21 <sup>st</sup> July 2021
2 <sup>nd</sup> Stage negotiation	August & September 2021
Recommendations Report for Approval	September 2021
Provider (s) notified of Contract Award	October 2021
Contract signed	October 2021
Mobilisation of services	October 2021
Contract Start Date	April 2022

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Date Raised	Risk Category	Risk Description	Gross Risk - Probability	Gross Risk - Impact	Gross Risk - Score	Current Risk - Probability	Current Risk - Impact	Current Risk - Score	Risk Response	Mitigating Actions	Action Due Date	Risk Owner	Risk Actionee	Residual Risk - Probability	Residual Risk - Impact	Residual Risk - Score	Risk Status
1.3.21	Strategic & commercial	Procurement of accommodation inadequate. Appropriate rent levels.	4	4	0 16	4	4	0 16	Reduce	Workstream to build on 4/2/21 RP event. Consultant working to Gillian has written draft 1 re HF approach. Allocations review work under way and may continue with direct matching. Availability during transition to more housing first and less 'aggregate'. YPSA model included proportion at LHA for people working	Action plan first draft due 16/3/21 for 18/3/21 CWSG	Gillian Douglas?	Mark Thompson			0 0	Open
1.3.21	Legal & regulatory	Safeguarding not adequately managed	3	5	0 15	2	4	0 8	Reduce	OSAB involvement. Care Act assessments O'Hanlon House. Analysis of needs for 24 hour support possibly via on call, and providers have experience of this. Gillian Douglas meetings with Claire Dowan etc	18.3.21 OSAB Board	OSAB	Paul Leo?			0 0	Open
1.3.21	Economic, financial & Market	Insufficient resources to meet the support needs of homeless people and prevention of homelessness	4	4	0 16	4	4	0 16	Share	Commissioning of support to be realistic and stretching. Shared risk with Alliance providers. Flow through the system being considered. Gillian Douglas progressing fit with Children & Families for floating support	July 21 when alliance selected to review.	Gillian Douglas?	Homelessness Commissioner (replacing Sarah Roberts)			0 0	Open
1.3.21	Technical, operational & infrastructure	By Name List (BNL) and database not effective at prioritising and analysing trends to inform actions, including link to strategic and governance functions in longer term.	3	5	0 15	3	5	0 15	Reduce	Crisis taking forward BNL (producing a high level project plan and risk log). Imogen Blood taking forward database. Plan to involve Leaf and Alliance. Good practice in allocations of AHP accom being worked up by Paul Wildliff	July 21 when alliance selected to review.	Mark Thompson?	Kate Farrell (Crisis)?			0 0	Open
1.3.21	Economic, financial & Market	Funding insecurities in £3.14 mill: Significant RSI funding; CCG commitment to fund Step Down and Embedded Housing Worker provision	3	4	0 12	3	4	0 12	Reduce	County wide bid for RSI monies with the city leading. Sarah Roberts engaging with Juliet Long / Ian Bottomley. If RSI funding reduces then 6 month notice re reducing funding in Alliance contract. Crisis national role to challenge re short term funding	31-Mar-21	Gillian Douglas?	Homelessness Commissioner (replacing Sarah Roberts)			0 0	Open
1.3.21	Technical, operational & infrastructure	Assessment function operation. Virtual and physical with Floyds Row in the pool. Need to understand what FR in future will look like from a multi-disc perspective rather than just a homelessness assessment perspective. Significant funding risks difficulties - at Floyds's Row and virtual team. Funded spearately from recommissioning? Funded securely? Is Floyds Row right venue, might O'Hanlon need to be considered?	3	3	0 9	3	3	0 9	Accept	Currently being worked through. Paul Wilding producing Operational Protocols. Hospital Discharge funding secured by Nerys arguably a virtual team to generate learning?	31-Mar-21	Gillian Douglas?	Paul Wilding?			0 0	Open
1.3.21	Economic, financial & Market	New roles possibly not funded and impact on support; Alliance Manager; Data input for BNL; LEAF; assessment function as above; ongoing procurement of accommodation and costs of transition from appropriate	4	4	0 16	4	4	0 16	Accept	Need to work in budget envelope. Clarity needed on costs of these functions.	31-Mar-21	CWSG?	Homelessness Commissioner (replacing Sarah Roberts)			0 0	Open
1.3.21	Organisational, human & management	Workforce development across the whole system	2	3	0 6	2	3	0 6	Reduce	Plans to include statutory sector buy in to coordinate workforce development offer for LA/Health/criminal justice staff . Should be part of Alliance commissioning.	31-Mar-21	CWSG?	Homelessness Commissioner (replacing Sarah Roberts)			0 0	Open
1.3.21	Organisational, human & management	Procurement Capacity. Commissioning Infrastrucutre between County and City, requires a formal arrangement before commissioning.	3	5	0 15	3	5	0 15	Avoid	Recruitment for full time commissioner in process and senior manager in procurement planning for capacity. Plan for share between County and City. Urgent need for plan for formal arrangement Countyand City. Commissioning risk log in place	31-Mar-21	Gillian Douglas	Nerys Parry and Gillian Douglas / Mark Thompson for formal arrangement City and County?			0 0	Open
1.3.21	Technical, operational & infrastructure	Governance system not yet clear. Include only single homeless? Part of or separate to HIB? Fit of CSWG to JMG? Engagement with broader system incl OHM, OH, Turning Point, RPs, Hospitals for discharge, Probation	3	3	0 9	3	3	0 9	Reduce	Plan for round table hosted by John Sparks at Crisis. Paper to 3.21 CWSG. Increased system wide governance so all services (commissioned and non) are efficiently alligned.	30-May-21	Paul Leo?	Mark Thompson?			0 0	Open
1.3.21	Strategic & commercial	Communications	3	3	0 9	3	3	0 9	Reduce	Set out Communications Plan I initial thinking to 18.3.21 CWSG.	30-Apr-21	Paul Leo?	Mark Thompson?			0 0 0 0	Open

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Probability						
Almost Certain	5	5	10	15	20	25
Likely	4	4	8	12	16	20
Possible	3	3	6	9	12	15
Unlikely	2	2	4	6	8	10
Rare	1	1	2	3	4	5
Impact		1 Insignificant	2 Minor	3 Moderate	4 Major	5 Severe

<b>Types of Risk to consider</b>
<b>Strategic/Commercial</b>
Under performance to specification
Management will under perform against expectations
Collapse of contractors
Insolvency of promoter
Failure of suppliers to meet contractual commitments (quality, cost, time)
Insufficient capital
Market fluctuations
Trade/Banking crises
Fraud/theft
Partnership failing to deliver desired outcomes
Situation is not insurable (cost of insurance outweighs the benefit)
<b>Economic/Financial/Market</b>
Exchange rate fluctuation
Interest rate instability
Inflation
Shortage of working capital
Failure to meet projected revenue targets
Market developments will adversely affect plans
<b>Legal and Regulatory</b>
New or changed legislation may invalidate assumptions upon which the activity is based
Failure to obtain appropriate approval e.g. planning consent
Unforeseen inclusion of contingent liabilities
Loss of intellectual property rights
Failure to achieve satisfactory contractual arrangements
Unexpected regulatory controls or licencing requirements
Changes in tax or tariff structure
<b>Organisational/Management/Human factors</b>
Management incompetence
Inadequate corporate policies
Inadequate adoption of management practices
Poor leadership
Key personenel have inadequate authority to fulfil their roles
Poor staff selection procedures
Lack of clarity over roles and responsibilities
Vested interests creating conflict and compromising overall aims
Individual or group interests given unwarranted priority
Personality clashes
Indecision or inappropriate decision making
Lack of operational support
Inadequate or inaccurate information
Health and Safety constraints
<b>Political</b>
Change of government policy
Change of government
War and disorder
Adverse public opinion/media intervention
<b>Environmental</b>
Natural disasters
Storms, flooding, tempests
Pollution incidents
Transport problems (including aircraft/vehicle collisions)
<b>Technical/Operational/Infrastructure</b>

Inadequate design
Professional negligence
Human error/incompetence
Infrastructure failure
Operation lifetime lower than expected
Increased dismantling/decommissioning costs
Safety being compromised
Performance failure
Residual maintenance problems
Scope creep
Unclear expectations
Breaches in security/information security
Lack or inadequacy of business continuity

**To:** Cabinet  
**Date:** 16 June 2021  
**Report of:** Tom Bridgman, Executive Director of Development  
**Title of Report:** Covered Market Leasing Strategy

Summary and recommendations	
<b>Purpose of report:</b>	To seek approval to implement the recommendations set out in the refresh of the Covered Market Leasing Strategy
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Ed Turner Cabinet Member for Finance and Asset Management and Councillor Susan Brown Cabinet Member for Economic Development and Partnerships
<b>Corporate Priority:</b>	Inclusive Economy
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation:</b> That Cabinet resolves to:	
1. <b>Approve</b> the Covered Market Leasing Strategy	

Appendices	
Appendix 1	Covered Market Leasing Strategy
Appendix 2	Exempt Appendix 2 – Financial Impact
Appendix 3	Risk Register

## Introduction and background

1. With the many challenges facing the retail and hospitality sector post pandemic, the Covered Market needs to evolve in line with other markets. Moreover, the market sits at the heart of the city centre and has a major role in attracting visitors, local and tourist, to support footfall and city centre resilience more generally.
2. The future strategy for the Covered Market has 4 main elements which all inform one another, supported by an emerging action plan, which is set out at the end of this report:
  - Leasing Strategy
  - Communications & Marketing plan

- An Operational Strategy
  - Masterplan & Investment plan
3. In 2015, market specialists The Retail Group were commissioned to provide advice in relation to the Leasing Strategy for the Covered Market. The intention was that the strategy would set out the ambitions of the Council in relation to the Market for the next 10 years, but with the ability for the Strategy to be refreshed at year 5 (2020) in order to pick up on emerging trends in the retail and markets sectors.
  4. The refresh of the Strategy is now complete and is the subject of the key decision set out in this report.
  5. A summary and update of activity against the other three workstreams is also set out for completeness.

### **Leasing Strategy 2020 (and amendments to the 2015 version)**

6. The Leasing Strategy, included as Appendix 1 to this report, sets out the Council's ambitions for the Covered Market over the next five years. The Covered Market plays a vital role in the recovery of the City Centre and the Strategy confirms the Council's commitment to maintaining a vibrant market which appeals to a wide customer demographic and a route map to work with existing and new tenants to delivery this.
7. The leasing strategy includes:
  - Trading style – promoting a diverse choice of products and services within the market
  - Trading hours – detailing the ambition to extend the opening hours to support the evening economy.
  - Unit size – Units should be created which are appropriate to support small, pop up businesses where feasible.
  - Lease types – standard leases should be reviewed and instead a mix of short, medium and long term leases offered when negotiating new leases.
  - Rents – while the strategy does not comment specifically on rental levels it does note that they are key to achieving a sustainable market.
  - Planning uses – including the importance of the market as a heritage asset.
  - Products, tenant mix and occupiers – balancing the tenant mix to create a market in line with consumer trends.
  - Assignment – Tenant responsibilities when presenting a suitable assignee.
  - Physical considerations – including the recommendation to split larger units and prevent future amalgamations
8. The notable differences in the 2020 Leasing Strategy is the advice around lease structure, including term and rent structure, along with Tenant Mix targets.
9. The Leasing Strategy also informs the Masterplan brief, to help define the long term aspirations for the market.

## Covered Market Vision

10. The Covered Market remains at the heart of the city centre, as a historic indoor market that provides an exciting, contemporary and environmentally-friendly platform for independent, local businesses and dynamic start-ups. The market offers a range of locally-produced, high-quality and sustainable fresh produce, goods, food and drink, and host a variety of art and performance-based cultural activities to provide an original destination that evolves to meet the changing needs of Oxford's residents, workers and visitors through the day and into the evening.

## Tenant Mix

11. The retail landscape has changed considerably since the 2015 strategy was approved, with further impact as a result of COVID anticipated. It is expected that customers will gravitate towards Food & Beverage (F&B) and Convenience goods which will enhance, but not replace, the traditional retail experience. The key moving forward is to actively work to create a multi-functional destination and to support the overall visitor and shopper experience.
12. The current tenant mix remains weighted towards Comparison Goods as shown in the table below. The ambition and recommendation within the leasing strategy, is to move the tenant mix to a more equal weighting between each of the three product categories. This recommendation builds on the 2015 strategy where the weighting of comparison goods has been reduced from 55% in line the changing retail landscape.

Category	Example Use	Current Weighting	Target Weighting
Comparison Goods	Clothing, gifts, soaps, toys, sports equipment	38%	34%
F&B	Café, restaurant, bar or takeaway	23%	33%
Convenience	Meat, cheese, fruit & vegetables, fish	27%	33%

N.b. the Current Weighting does not take into account any units which were vacant at the time of survey

13. It is hoped this new mix will be mutually reinforcing. By bringing additional footfall into the market, it will support existing and new traders alike.
14. The move to this new tenant mix will need to be managed over time, through the natural churn of the existing tenant base, and active promotion to target uses, to help find the new proposed balance. The leasing strategy also sets out examples of the types of businesses that should be targeted in the line with this mix.
15. In order to progress the tenant mix, and appeal to a new customer demographic, the intention is to extend the market opening hours. Currently the market is open 8am to 5.30pm Monday to Saturday and 10am-5pm Sunday. The leasing strategy sets out an aspiration to extend this to 11pm a minimum of 3 nights per week.
16. The extended opening will be supported by the proposed introduction of a bar and events space into Unit 60-62 in the Central Square. Heads of terms have been agreed with the Tap Social, who propose to incorporate a calendar of events during both the day and evening to increase footfall and improve dwell time within the

market. It is then hoped this will give the existing traders, particularly in the F&B category confidence to extend their own opening hours.

17. It is noted that traders have raised concerns regarding the security of the market with later night opening and the introduction of a bar operator. The Council are creating a new security strategy to address these issues. Tenants will be consulted once this is complete and prior to a licensing or planning application being made. The Council are also installing CCTV as part of the ongoing investment into the market. We will work with individual tenants to address any specific issues around security.
18. The security and fire review has determined that the most suitable entrances to remain open are Avenue 1 High Street and Avenue 1 Market Street. Avenue 1 High Street already benefits from the proximity of the Varsity Club which has an entrance onto Avenue 1 just outside of the Market gates.
19. The letting is an initial 12 month trial and is likely to commence from late summer this year. Should it be successful the Council would look to secure a longer term lease with the operator in order to support the wider animation and activation strategy within the market, the central square will become the main focus for this.
20. The Council is also looking to split a number of larger units when they become vacant, in line with current trends and demand for smaller (and therefore relatively cheaper) spaces. Work on this will begin this year with 3 units being turned in to approximately 8 new ones. This type of unit refurbishment has led to successful lettings to a fishmonger, craft ale supplier and a wine retailer. The latest unit to be split is the ex Lindseys unit, 46-48. The works are due to complete in May and Units 47-48 are currently under offer.
21. While the longer-term leasing strategy is implemented, the Council is also working with Makespace Oxford, the operator of the Meanwhile in Oxfordshire project being delivered in partnership with OxLEP, to explore the opportunity to activate vacant units in the market not earmarked for splitting, or where tenants have already been identified.

### **Lease Structure**

22. Lease structure is key in enabling the management of the tenant mix and enabling the market to adapt to changes in retail trends. The majority of leases are in excess of 10 years which is no longer reflective of tenant requirements. The 2020 strategy therefore recommends that the Council offers three lease types to incoming tenants:
  - Long terms leases of 5+ years - this lease type will be offered to key, anchor tenants to ensure the continuity of the market offering. This will likely apply to the fresh produce suppliers (Greengrocers, butchers etc).
  - Medium term leases of 3-5 years which will be offered to the majority of new incoming tenants. This is in line with retail lease trends.
  - Finally short term leases, below three years and including short term pop-ups. These will enable incoming tenants to trial their business and will create 'churn', enabling frequent points of difference for the regular customer.
23. The pop up leases will be offered on the smaller units within the market with the intention being that once the business has proven successful within the market they will transition and grow, taking a longer term commitment in a larger unit. This would enable to offering to customers change regularly. Work is underway with the



Council's economic development team to see whether any future business support grant can be used to help businesses access these spaces for test trade, start-up, or grow-on space to develop their business model.

24. As the City Centre recovers from the pandemic it is becoming clear that turnover rents will form an important part of the recovery of spaces such as the Covered Market, to enable a more collaborative relationship between Landlord and Tenant. As such The Council will consider the introduction of turnover rents, where appropriate, typically with a base rent built in to protect the Council and ensure active trade, This is would likely be considered where incoming businesses would look to open to support the later evenings to encourage a partnership between landlord and tenant to maximise the success of the activation project. Further analysis of the impact of Turnover rents would be undertaken before this is progressed.
25. There is also the intention to introduce a Service Charge to the Covered Market in the medium term (2-3 years). This is likely to be a phased approach, with it initially applying to those wanting to open in the evening, and therefore benefitting from additional services. It would not be introduced to all tenants until there is a critical mass of leases enabling the transition. The introduction of the Service Charge would support future maintenance and marketing initiatives and it would only be used to deliver a defined list of services that support tenants and will be in accordance with the RICS Service Charge Code.

### **Trader Consultation**

26. In discussion with traders, it is clear there is broad recognition of the need for change within their own businesses, as well as the market, with many of their business models having adapted before, but also during the pandemic to offer click and collect and online ordering for delivery.
27. The Retail Group have consulted with traders to gather their thoughts on the future of the market. The consultation was met positively with over 90% of tenants providing a response. As the strategy has developed, The Retail Group have presented their findings to the traders and it is a regular agenda item on the monthly trader and OCC Zoom calls. The Council have presented traders with the final draft report, as set out in Appendix 1, and have not received any further feedback of note.

### **Communications & Marketing Plan**

28. The effects of the pandemic have been a major factor in the declining footfall over the last year. Since the market re-opened from the first lockdown in June 2020, footfall has been in the region of 50 – 70% down on the 2019 equivalent. This reflects a similar pattern to the city centre, with the market being marginally ahead on some weeks.
29. To continue to support the market and the existing trader base to rebound, as well as to help delivery of the leasing strategy, the Council has now employed a part time marketing officer, with a communications & marketing budget.
30. The main aims will be to support traders on social media, launch a new and improved website, including You Tube channel and to develop and deliver a marketing plan, which is being worked up in consultation with traders.

31. There will be an annual events programme that will have a focus on local culture, built around annual campaigns that also responds to local, national and international trends.
32. Seasonal campaigns will be aimed at responding to changing consumer behaviours, driving footfall and promoting the market's unique shopping environment. The Council will maintain strong engagement with tenants and stakeholders throughout and build on our current communication channels.

### **Operational Strategy**

33. A new operational strategy will be implemented, led by the Council's Markets Manager. This will cover day to day management and operations of the market, including:
- Trading hours, detailing the aspiration to extend the opening hours.
  - Planning and Heritage, including when an application may be required and the process for this.
  - Design guidance relating to shop fronts and signage, to encourage a high quality fit out
  - Deliveries and use of the yard, including reinforcing the time limit of 1 hour for loading and unloading and not enabling parking without a permit.
  - Key holders and emergency contacts
  - First aid
  - Fire safety and security evacuation procedures
  - Health and safety including food safety and the process for registration with Environmental Health
  - Code of conduct and zero tolerance policy
  - Housekeeping and the responsibilities of the Tenant to keep their shop front clean and tidy, with the right for the Council to remove any A Boards in excess of one per unit or where an obstruction is caused.
  - Waste management
  - Marketing and Social Media, which details the work that the Council will undertake with contributions from Traders
  - Sustainability and the introduction of the EAV Bike trial.
34. As part of the operations strategy, the Markets Manager will work with traders and the Marketing Officer to continue to drive and promote excellence and quality. This will include:
- Review of entrances to make more visually exciting and more prominent, including promoting opening hours, remove negative signage and replace with more positive statements and information.
  - Provide business support training for traders including window displays, promotions & commercial initiatives such as loyalty schemes and joint promotions across the Market.

- Encourage more combined promotions between traders and more co-ordinated promotions & increased social media
- Installation of CCTV to improve security and give trader confidence
- Encourage more traders to trade Sundays and extend opening hours beyond 5.30pm.
- Target local businesses to secure an anchor status farm shop/deli. Publish list of target categories on market website. Simplify and make obvious how interested parties get in touch/apply
- Enable the trial of the EAV bike to support traders in advance of the introduction of the Zero Emission Zone

### **Current capital investment and longer-term masterplan work**

35. The Covered Market is an aging asset which does require a rolling programme of works to ensure the structure of the property remains in good condition. Works are made more complex by the listed status of the property, and this often leads to a longer programme and higher costs of works.
36. The Council is committed to a rolling 7 phase programme of work to refurbish & restore the roof, making it secure and safe. The overall investment made in this workstream will be around £1.7 million for which provision has been made in the capital programme. Phases 1-5 have been completed and work has recently started on phase 6. This sits alongside the redecoration of the internal roof structure within the market and the refurbishment of facilities for traders which completed last financial year.
37. As noted above, with demand for smaller unit sizes, as demonstrated by both the Leasing Strategy and the enquiries received, work will continue to split larger units where appropriate, subject to individual business cases.
38. A multidisciplinary team has also been commissioned to establish a concept Masterplan for the Covered Market. This will set out a long-term vision for the Market to guide growth, regeneration and improvements to support its future. It will set out objectives and strategies to manage change in the Market, while protecting what is important about it. It will look at how the Council can best utilise the space within the market and create a sense of destination for customers. It will review the entrances, the relationship with Market Street as well as the internal areas of the Market. The Masterplan timeline currently anticipates a preferred option being recommended towards the end of 2021, alongside an outline business case to support the request for additional capital investment. This will be presented to Cabinet and Council for consideration. A series of options, developed following workshops with traders and key stakeholders will be consulted on over the summer.

### **Action Plan**

#### **Short Term (next 12 months)**

39. The priority will be ensuring the market's recovery following the lockdown period. This will include marketing campaigns, including Social Media campaigns, to advertise the reopening of the market and encourage customers to 'shop local', as well as the launch of the new website. A social media and website campaign to

attract new independent businesses will also be undertaken with a focus on targeting the uses detailed in the Leasing Strategy (Appendix1 – Covered Market Leasing Strategy).

40. The Council intends to commence the later opening trial supported by the introduction of the bar operator and planned events. The planning application for the CCTV is due to be submitted in May to enable this. Traders will be welcome to provide feedback on the trial over the 12 month period via the monthly Zoom calls. The intention is that this letting will support an increase in both footfall and dwell time within the market.
41. The Council is also working with Makespace Oxford to avoid vacant units by introducing short term pop up and temporary lettings while more permanent operators are sought.
42. Work will be carried to split a number of larger units into smaller ones where the business case shows this would be a suitable route. The Council will also work with incoming tenants, and traders looking to undertake refurbishment to meet the standards set out within the new operational strategy.

In anticipation of the proposed roll out of the Zero Emission Zone to cover the market in 2022, the Council will continue to work with traders to support their transition, including through the delivery and management of electric bikes for traders to undertake deliveries, but also to ensure the initial exemptions and support through the programme is fully understood.

### **Medium Term (2 to 3 years)**

43. The aspiration over the next two to three years is to establish the Covered Market as part of the Oxford evening economy. With the close proximity to the Varsity Club this should create a 'hub' of evening activity and events. Once the trial letting to Tap Social is complete, the aim is to enter into a longer term agreement and expand the calendar of events offered within the Market. Complimentary uses, particularly in the central square will form an important part of this.
44. The focus will also be on transitioning new leases to the 3-5 year lease structure to enable future flexibility and the ability to adapt to market trends. This will also make the market more accessible to a wider range of independent traders who may not have been comfortable with a longer commitment. As part of this, the Council will look to convert successful pop-up uses to permanent lettings within the Market.
45. As part of the marketing strategy there will be a calendar of seasonal events aimed at increasing footfall and improving dwell time within the Market. It is also proposed that The Council establish the Covered Market as a consistent and recognisable brand during this time frame, including through website and social media.
46. There are also marketing strategies to celebrate major milestones such as the Market 250<sup>th</sup> anniversary in 2024 and Trader milestones.

### **Long term aims – Masterplan (4 years plus)**

47. The long term aspirations for the market identified within the leasing strategy will be incorporated into the Masterplan work. The Masterplan will identify a number of options for the Covered Market which will require a further business case should any option be taken forward. The masterplan remit will also extend to the use of the yard, waste management and deliveries in and out of the market, supporting the use of sustainable delivery vehicles.

### **Options Considered**

48. It has been considered that the Leasing Strategy continues as is currently drafted. However, this is not recommended. The retail landscape has evolved considerably over the last 5 years with a move towards online retailing. Centres such as the Covered Market have to meet this change in demand with more emphasis on multi-functional space and on food and beverage and service led operators.

### **Financial implications**

49. Please refer to Exempt Appendix 2 – Financial Impact

### **Legal issues**

50. No direct Legal implications arising as a result of this report.

### **Level of risk**

Please refer to Appendix 3

### **Equalities impact**

51. An equalities impact assessment is not applicable.

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# Appendix 1

## Oxford Covered Market Leasing Strategy – November 2020

### 1. Background & Introduction

- 1.1 The aim of this Leasing Strategy is to set out the Council's direction and ambition for the leasing activity and tenant mix management for the Oxford Covered Market over the next 5 years. It builds on the 2015 and previous 2007 Leasing Strategies, plus the 2013 Future Retail Strategy & Business Plan.
- 1.2 A considerable amount of new and bespoke research has been undertaken to form the basis for this current Leasing Strategy, including survey of traders, survey of stakeholders across the city centre, review of the market offer and review of the evolving format / mix and leasing models employed at other leading markets and benchmark retail centres across the country. The results of the research are contained in the Leasing Strategy Findings and Conclusions Report, dated May 2020, and should be read in conjunction with this report.
- 1.3 The Oxford Covered Market is a major asset for Oxford City Centre and Oxford City Council. Whilst it generates income through rents from the tenants, it is also recognised as an asset on a variety of levels. It is part of the heritage and history of the city centre core retail offer and has the potential to help to add to and differentiate the city centre, over and above the recently redeveloped Westgate Centre. In an age where city centres are increasingly needing to differentiate themselves in order to stand out from the retail crowd, the market has the potential to be the jewel in the crown of Oxford's retail offer.
- 1.4 The Council is committed to maintaining its unique and historic character through historic and emerging new planning policies and is also committed to enhancing its future performance and that of the tenant traders through maximising its appeal to all potential customer groups.
- 1.5 The market presents an opportunity for the Council to further deliver and achieve its corporate objectives, in particular:
  - Foster an inclusive economy
  - Support flourishing communities,
  - Pursue a zero carbon Oxford

### 2. Current Mix & Leasing Structure

- 2.1 The following four paragraphs are carried forward from the 2007 Leasing Strategy, as they still effectively set the historic context for the current unit sizes and retail offer provided.

*The present building was rebuilt and enlarged throughout the 19<sup>th</sup> century and is now listed Grade II. Designed on a grid basis with 4 cross-sected north-south avenues, the Market comprises 152 individual shop units. These units are the subject of 55 separate leases, under which the tenants are responsible for the internal repair of their units and shop fronts.*

*The Council provides all other cleaning, maintenance and repair services to the avenues and structure, as well as providing porters who deal with housekeeping and low-level security issues.*

*Many of the units have been extended beyond their original building line into the Avenues and a large number have been annexed to form larger units. The result of these changes has produced a range of shop sizes ranging between 65 sq.ft. and 1,167 sqft. With a total ground floor retailing area of around 25,000 sqft, the average size of unit in the Covered Market based on its current configuration is 450 sqft.*

*The small size of the units provides space for many smaller, locally based, independent traders who would otherwise find difficulty in obtaining a retailing presence in the centre of Oxford. Originally designed as a meat market, the Covered Market now contains a highly diverse range of traders.*

## Oxford Covered Market Leasing Strategy – November 2020

### 2. Current Mix & Leasing Structure cont'd.

2.2 The current offer, summarised by retail product group, is as follows.

<u>Product Category</u>	<u>Number of Units</u>	<u>Unit Split</u>	<u>Floorspace (Sqft.)</u>	<u>Floorspace Split</u>
Comparison Goods / Service (clothing, gifts, soaps, poster frames, toys, sports gear etc)	24	38%	10,638	38%
Convenience Goods (meat, fish, cheese, flowers, bread, cookies, beer to take away etc)	16	25%	7,589	27%
Food & Beverage (cafes, food kiosks, restaurants, bars etc)	18	28%	6,413	23%
Vacant	6	9%	3,058	11%
Total	64		27,698	

- 2.3 When the previous (2015) Leasing Strategy was produced, the mix (by unit) in the market was 55% comparison goods / services, 20% convenience goods, 22% food & beverage and 3% vacancies.
- 2.4 As can be seen, the proportion of comparison goods / service operators has reduced, with convenience, food & beverage all increasing.
- 2.5 According to the Council's specialist advisors The Retail Group, this reflects recent city centre retail market dynamics, the market industry in general and the result of the redeveloped Westgate Centre opening which has a very strong comparison goods offer centre (particularly clothing) dominated.
- 2.6 The Retail Group also advise that the broader trend in town and city centres is for a reduction in the quantum of comparison goods shopping, and an increase in convenience, hospitality, services and other 'offers'. This reflects a trend of centres becoming multiple purpose destinations. This is also a reflection of much comparison shopping being concentrated in large specialist locations (Westgate Centre, Bicester Village etc), out of retail parks and increasing online usage (ASOS, BooHoo etc).
- 2.7 The diversity of offer is a recognised strength of the market.
- 2.8 All three main categories are well represented in regards sub-categories within them, with greater diversity than when the last Leasing Strategy was produced (2015). Services are underprovided, being a key growth category in markets across the country.
- 2.9 There is however need for a consistent and collective quality and market positioning across all categories to in order to help traders benefit from linked trips and critical mass.



# Oxford Covered Market Leasing Strategy – November 2020

## 3. Leasing Strategy Framework

### Purpose and Vision

- 3.1 The Leasing Strategy is part of the “toolkit” that the Markets Manager utilises to help deliver the defined vision for the market, which is:

*‘A historic indoor market that provides an exciting and contemporary platform for independent, local businesses and dynamic start-ups. The market will offer a range of locally-produced, high-quality and sustainable goods, food and drink, and fresh produce, and host a variety of art and performance-based cultural activities, to provide an original destination that evolves to meet the changing needs of Oxford’s residents, workers and visitors, through the day and into the evening.’*

### Balance of Trade

- 3.2 In order for the Covered Market to improve its performance, individually and collectively, it is vital that the offer becomes and then remains in balance with consumer demand. Whilst the historic nature of the building is an asset, it would be inappropriate to retain outdated and historic offers that are no longer appealing to consumers and are not commercially viable and sustainable. The Covered Market tenants need to stimulate customer usage and footfall for their own business as well as for the collective good of the market. Therefore, the Council is committed to proactively manage and improve the market mix and offer.

### Trading Style

- 3.3 The Council wishes to encourage the continuation of the boutique style and diverse mix of the market, with the emphasis on independent, specialist or otherwise good quality products, which differentiate the market from every day or mainstream high street or shopping centre operations.
- 3.4 The Council recognises that there has been a historic trend in the Covered Market towards dominance by individual traders or use classes, some of whom occupy more than one (enlarged) unit. Going forward the Council is keen to see more diversity / choice, new tenants and new offers not already represented in the market.
- 3.5 It is recognised that there are opportunities to improve the collective standards of presentation and service to meet those delivered by the better retailers in the market. The effective use and presentation of shop fronts is an area to improve upon. This will help to attract footfall into the market and to disperse it more effectively throughout the market. New and existing traders will be encouraged to externalise their displays, windows and entrances, so that they can be more visible and impactful. A continued and ongoing improvement of standards is a key aspiration for the market and the future leases / occupiers.
- 3.6 The previous 2013 Future Retail Strategy & Business Plan and 2015 Leasing Strategy both identified the need for more anchor status stores, more destination traders to drive footfall, more choice and variety in both food and non-food categories and improvements to the catering offer in terms of variety and customer appeal. The recent research and wide stakeholder engagement have strengthened the need for footfall drivers.
- 3.7 The Council is committed to providing a high-quality trading environment and location for best in class independent retailers that can demonstrate that the Covered Market is the right place for them to trade and that they are right for the Covered Market.

# Oxford Covered Market Leasing Strategy – November 2020

## Trading Hours

- 3.8 The Council is keen to see all traders open for business between the core hours of 10.00 and 17.30. If traders want to open earlier to cater for wholesale business customers, then this will be allowed and encouraged. Given that the market is busier in the afternoons (as stated by traders in the survey, as well as confirmed by footfall data), then equally if other businesses, especially those selling food & beverage, want to open until 19.00, this will also be encouraged.
- 3.9 Shopping patterns are changing across the UK, with many town and city centres becoming less reliant on pure retail trips and becoming multi-purpose destinations. This includes targeting the evening economy and linked trips between different forms of leisure and socialising activity. The Council is committed to trialling the opening of a small section of the market as a later opening zone, where bars, eateries and restaurants will be allowed to open till 22.00 or 23.00. The rest of the market will remain closed and out of bounds for customers. If the outcomes of the trial are successful, then the initiative will become a permanent customer facility. The long term ambition is to allow all traders to open late if they want to where practical.

## Unit Sizes

- 3.10 The Council wishes to ensure that the Covered Market continues to offer a range of size of units, both larger and smaller. The recent trend towards greater annexation of individual stalls will be henceforth discouraged unless there are exceptional circumstances where clear benefits will accrue to the Covered Market overall. Single units within blocks are particularly vulnerable and should generally be protected.
- 3.11 Where appropriate the Council is amenable to a limited number of units being further sub divided into smaller units to enable more flexibility in managing the market mix. This will provide a greater variety of trading opportunities in particular for few short term and pop-up tenants, thus supporting the Council's growth agenda encouraging nurturing start-ups and entrepreneurship.

## Lease Types

- 3.12 The Council is keen to use this Leasing Strategy as a tool to enable it to more closely and actively manage the mix of the Covered Market, in order to improve its performance for the benefit of all traders. The extensive research that is contained in the supporting report and underpins this Leasing Strategy, is clear that retail market dynamics have changed extensively over the last few years and that rate of change is accelerating.
- 3.13 It is abundantly clear that retail leases in the retail industry have also had to evolve and adapt. Many leases now typically operate on shorter timescales i.e. 3 – 5 years, with more flexibility and greater mutual sharing of performance information. The availability of shorter and varied lease formats will enable the Covered Market to be quicker and nimbler in identifying and accommodating growth sectors and format.
- 3.14 Going forward the Council will offer three types of leases for new operators in the market:
- A. 5 year or longer leases within the Landlord and Tenant Act for anchor status (i.e. main / bigger / established) operators, i.e. circa 20% of tenants
  - B. Fixed 3-5year licence-based leases for the majority of operators, i.e. 60 – 70% of most tenants
  - C. A variety of short-term leases of 3 months to 2 years licences targeted at new and start-up business, i.e. 10 – 20% of tenants.
- 3.15 New leases in described above will also include the option to be turnover based, where the rental is based on an agreed percentage of the turnover achieved. This model is becoming increasingly popular and requires sharing of trading information using a communal / confidential EPOS system where appropriate. As existing operators come to the end of their existing leases and / or a break points, they will also be given the option to migrate onto the new lease types.
- 3.16 It is also the intention of the Council to introduce a service charge payable with new leases, for tenants to contribute towards (but not limited to) maintenance of the building, cleaning, security, shared epos / management information system and enhanced consumer marketing.

# **Oxford Covered Market Leasing Strategy – November 2020**

## **Rents**

- 3.17 It is not the intention or purpose of the Leasing Strategy to set rental levels. It would not be appropriate for this Leasing Strategy, being as it is focussed on the long-term management, benefit and performance of the Covered Market, to determine rental levels in the market. Rental levels are determined by a variety of inputs including market demand and recent rental precedents.
- 3.18 The Council does acknowledge however that rental levels are a key tool in helping to keep the market occupied, healthy, sustainable and a positive experience for the consumer.
- 3.19 The Council will take a balanced view when setting asking rents for units as and when they become available, including considering research, information and professional advice. Factors that the Council will take into consideration in setting rents for units will include (but are not limited to):
- A. Location within the Covered Market
  - B. Importance of product category to the market (e.g. anchor status and priority rated / target category)
  - C. Lower initial rents for start-up or emerging businesses
  - D. Impact and visibility of the unit
  - E. Local independent retail sector rental levels for appropriate categories, user types and trading location.

## **Planning Uses**

- 3.20 The City Council recognises the importance of the Covered Market in adding to the range of shopping provision in the heart of Oxford, as well as for its unique heritage. It is a Grade II Listed Building dating from the 1770s and extensively re-built and enlarged in the 19th century.
- 3.21 The Council wishes to maintain, enhance and promote the character and established diversity of offer for the Covered Market and this Leasing Strategy forms part of a toolkit to be used by the Market's Manager to deliver the vision and objectives for the Covered Market.
- 3.22 Planning permission will only be granted for alterations to or extensions of the Covered Market when it can be demonstrated that their design is informed by an understanding of the unique qualities and heritage interest of the Covered Market itself and its setting.

## **4. Guidelines**

### **Future Products and Mix**

- 4.1 Based on the research that has been undertaken, and the conclusions and recommendations of The Retail Group, the future target mix of the Covered Market (by unit) is:
- A. 34% Comparison / Service Goods
  - B. 33% Convenience Goods
  - C. 33% Food and Beverage.
- 4.2 It will be prudent and logical of course to accommodate flexibility of plus or minus 5%. This will be subject to regular reviews of other similar markets and comparable retail centres, to ensure the mix is valid, up to date and in tune with customer demand.
- 4.3 A core principle for the ongoing management of the Covered Market is that new uses should complement and enhance the existing character, mix, quality and offer of the market offer. Whilst existing anchor offers should be retained, flexibility is encouraged to facilitate the offer and appropriate unit sizes / trading style of new entrants. This includes the provision for more anchor status offers / operators.

# Oxford Covered Market Leasing Strategy – November 2020

## Future Products and Mix cont'd.

- 4.4 Consumer demands continue to change at pace. The expectations and required high service levels of shoppers, residents, tourists and visitors for high quality, experiential and essential retail, catering and services to the thousands of workers, residents, visitors and students in the city centre continue to rise. Furthermore, it is a shared asset for all those traders that operate within it as well as other retail, service and food & beverage businesses near it.
- 4.5 Existing and new tenants are encouraged to diversify and extend their offers to include logical product extensions, new services and additional retail theatre, for instance click and collect and regular events that drive footfall such as visits and 'evenings with' suppliers, demonstrations, VIP customer pre-launch events, seasonal and multi trader promotions. All businesses will be encouraged to demonstrate clear and ideally local provenance, to differentiate the market and its offer from the strong multiple line up available elsewhere in the city centre.
- 4.6 Businesses that can demonstrate good sustainability and/or inclusive employer credentials will be encouraged. This includes a focus on local supply chains, reduced food miles and packaging, paying Oxford Living Wage, supporting apprenticeships and so on.
- 4.7 There are opportunities to enhance the comparison goods offer with more handmade, artisan, quality goods, especially those which provide visible alteration & tailoring and / or making on the premises. By way of illustration, this could include (but not limited to) art / pottery, contemporary fashion / accessories, eco-home cleaning products (refillable packaging), household goods, jewellery, quality garden & tools, quality pets apparel / accessories, specialist fashion, specialist sports apparel, stationers / pens, sustainable clothing, toiletries and perfumery, toys and board games, vinyl music specialist, vintage / pre-owned clothing & upcycling, and so on.
- 4.8 The services offer could be improved to include bike repair and servicing, blow dry bar, spa / beauty services, children's hairdresser, contemporary men's grooming, fancy dress hire, gallery retail hybrid, haberdashery / makers collective, opticians, podiatry, pottery / art café, tailoring / repairs and so on.
- 4.9 There could be more variety in convenience food goods. The priority requirement is for a delicatessen / farm shop. Further additional requirements include an artisan baker, cupcakes, gin / whisky specialist, larder treats / essentials (nuts / spices / olives / oils), tea specialist, traditional / specialist confectioners / sweet shop (not franchised), and so on.
- 4.10 The future food & beverage requirement could include more world street food styles such as tapas, ceviche, gourmet burger specialist, Japanese noodle / ramen, Korean, Vietnamese, Indian, Mexican, Israeli, Moorish, Lebanese, seafood bar, salad bar, sourdough pizza, sushi as well as gin / vodka bar, whiskey lounge, craft ale / cider, cocktail bar, and so on.
- 4.11 To encourage new starter businesses and pop-up operators, it is the intention that a small number of starter units will be provided where possible, available on a short term basis, with rent payable calculated as a percentage of (openly shared) turnover. Priority will be given to local businesses to contribute to the inclusive economy agenda which has a stated aim of supporting local businesses.
- 4.12 The Markets Manager will identify priority target uses to expand the offer, complement existing uses and to optimise customer appeal, in response to the evolving and changing retail and customer trends. A priority target category list will be maintained and used to direct leasing activity, advise agents and help existing traders.
- 4.13 Uses which detract from the Market's special character will be discouraged, for example, electrical / white goods, mobile phones, travel agents, estate agents, nail bars, cheap souvenirs and other 'high street' type operators.
- 4.14 New specialist food product shops in trades not already represented would generally be welcomed subject to the wider balance of trades issue between food and non-food uses.

## Oxford Covered Market Leasing Strategy – November 2020

### Occupiers

- 4.15 The Council has identified a variety of criteria that new tenants will need to satisfy a selection of in order to successfully trade in Oxford Covered Market. The criteria include:
- A. Be an identified target use and either be, or have the potential to be, skilled and professional operators
  - B. Complement existing uses, and / or expand the choice / offer and add to the appeal of the market mix
  - C. Provide additional “retail theatre” and experience
  - D. Open, dynamic and engaging with customers
  - E. Trade extended hours (i.e. till 19.00 or beyond), as well as open Sundays
  - F. Be based locally or source much of their product locally
  - G. Demonstrate good sustainability and inclusive employer credentials
  - H. Actively and continually trying to improve service levels and retail presentation / delivery
  - I. Established and proven, either as operators or for the proposed use
  - J. Good and effective self-promoters / skilled in use of social media and other marketing tools
  - K. Best in class status, either proven or by design and delivery of shop fit / environment
  - L. Award winners
  - M. Independent with limited (typically less than 10) other shops
  - N. Supply a quality business plan and sustainable trading forecast, and have a clear marketing plan
  - O. Help to deliver the ambitions and targets of the Retail Strategy Report.
- 4.16 The Council wishes to encourage occupation by sole traders, independents and local retailers. Proposed tenants, who meet these criteria, will generally be accepted on assignment, subject to receipt of satisfactory references / financial investigations and completion of the necessary Licences. The provision of acceptable surety (i.e. guarantors and / or rent deposits) will always be sought from incoming tenants before consent is given in principle.
- 4.17 Applications for change of use where the lease is to be assigned to a high street multiple will generally not be permitted unless there is a real and positive benefit to the balance of trades / diversity.
- 4.18 No Tenant (including family members) should own or control more than 3 separate leases / units within the Market, nor more than 10% of ground floor area.
- 4.19 The Council will seek to market and fill any vacant units that revert to its control in a timely manner. Applications for meanwhile (pop-up and short term) uses will be encouraged providing they deliver the criteria identified above in section 4.16.

## **Oxford Covered Market Leasing Strategy – November 2020**

### **Assignment**

- 4.20 Whilst the Leasing Strategy is set out to assist the continued improvement and performance of the market the principles and guidelines are equally applicable to the Assignment of Leases from existing tenants to new tenants.
- 4.21 It is the responsibility of the Assignor tenant to ensure that the prospective Tenant complies with the priority target tenant list as set out by the Market Manager. The Assignor tenant will need to contact the Markets Manager to ensure that a prospective new tenant meets the criteria for new occupiers, i.e. 4.13 above
- 4.22 Having established that the incoming tenant is suitable and appropriate in terms of trading style, offer, skills, permissions (planning or change of use etc) and experience, the assignor is then able to follow the existing and detailed procedure for assigning the lease, in conjunction with the Council's Corporate Assets team. For ease of reference the process is summarised below and further described in the Appendix of this document.
- 4.23 Assignor tenant applies to assign their lease, in full or in part with appropriate permissions from the Markets Manager; they then complete the Assignment Proforma and provide solicitors contact details.
- 4.24 On receipt of the completed Proforma, and any other required information such as undertaking to meet all costs etc, the Corporate Asset team then complete the assignment process and instruct solicitors to issue a draft Licence to assign and a Rent deposit Deed if required.
- 4.25 Solicitors are instructed to contact each party, references and / or guarantees are secured as appropriate. Once the legal documentation is agreed, the assignment can be completed.
- 4.26 The council is committed to enabling the swift and efficient assignment of leases from outgoing tenants and will make every effort to facilitate the process. It is the outgoing tenant's responsibility to ensure that the incoming tenant is of suitable calibre to meet the tenant and trading requirements of the Covered Market.

### **Physical Considerations**

- 4.27 Notwithstanding planning policy and listed building restrictions, the annexation of adjoining units and / or the amalgamation of adjoining units to create large footprint retail premises will not be permitted other than in exceptional circumstances that offer a premium benefit to the balance of traders and the overall performance of the Market. The provision of new anchor status units and / or a shop with multi departments that are visibly different would be considered.
- 4.28 The splitting / redivision of large units to form small individual units will be considered providing that the resultant units are of sufficient size to be commercially viable. This could include the provision of shared servicing, washing up, storage and food preparation facilities.
- 4.29 Tenants will be encouraged to have more open and active trading frontages to the units so as to create stronger visible retail activity throughout the Market.
- 4.30 Tenants will be expected to comply with the direction of their lease at all times.

## **Oxford Covered Market Leasing Strategy – November 2020**

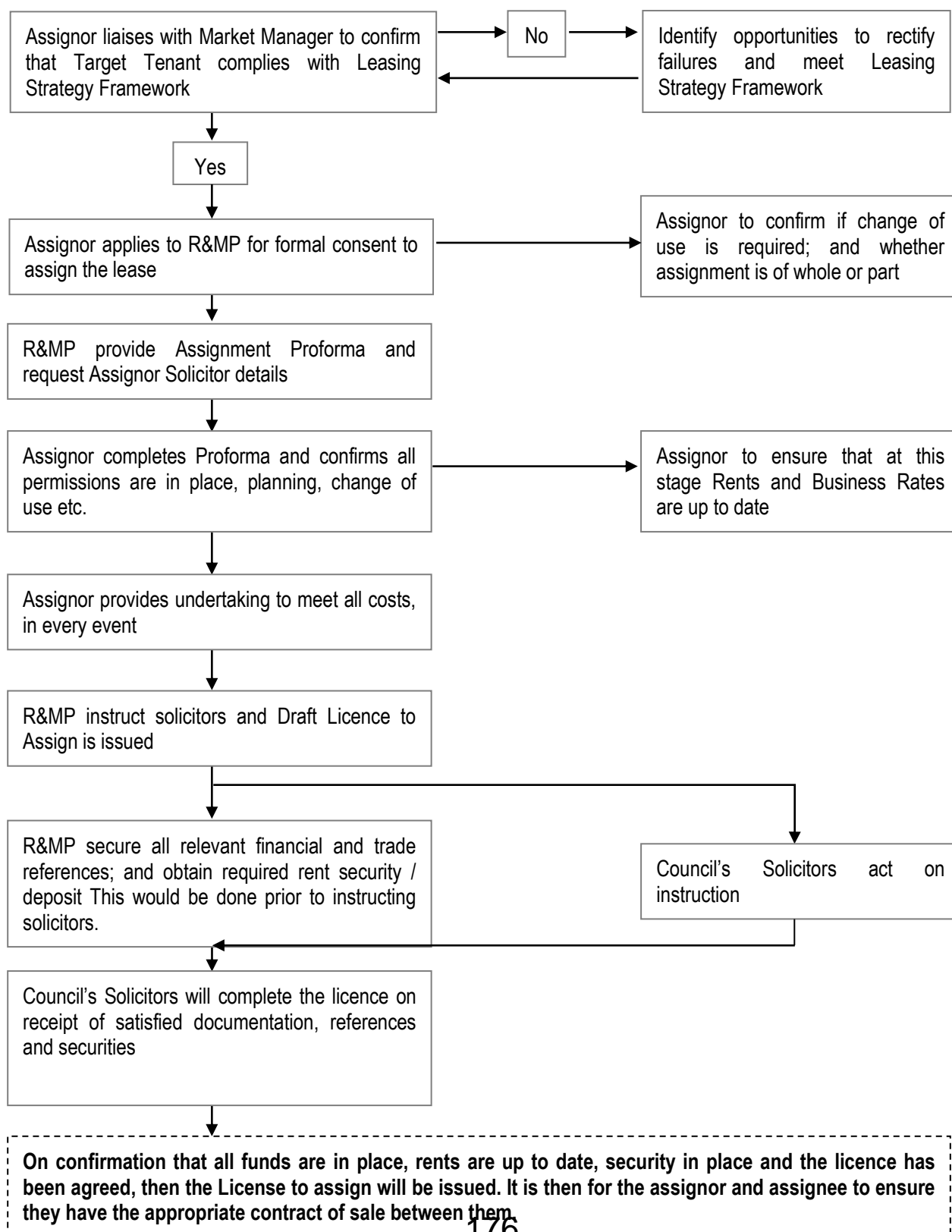
### General

- 4.31 The Markets Manager is the primary contact for all matters relating to the Leasing Strategy.
- 4.32 The Council is committed to helping the traders to improve their performance and the performance of the Covered Market as a whole.
- 4.33 The Markets Manager will annually prepare and publish an up-to-date list of priority target categories for the Covered Market. Potential new tenants will need to be capable of achieving the criteria identified in Section 4.13.
- 4.34 The mix of the Covered Market will be closely managed in accordance with the broad group targets set out in Section 4.1. Individual lease use clauses will more closely define what each trader is committed to sell.
- 4.35 Individual exclusivity of products cannot be provided as the Covered Market already contains multiple tenants selling similar products.
- 4.36 The Leasing Strategy is expected to be valid for 10 years, although it should be updated after 5 years.
- 4.37 This Leasing Strategy will replace the 2015 version upon formal adoption.
- 4.38 The Council will require new tenants signing new / resigning existing leases to
  - A. Adhere to the Market's code of conduct
  - B. Trade as a minimum from 10.00 in the morning to 17.30 weekdays, 10.00 to 17.00 Saturdays and 11.00 to 16.00 Sundays
  - C. Utilise a common EPOS system to be adopted for the market
  - D. Accept and process deliveries on Market Street outside of the core trading times as identified in B above
  - E. At all times display high levels of retail standards, including customer service, visual merchandising and window displays.

# Oxford Covered Market Leasing Strategy – November 2020

## Appendix: Oxford Covered Market Assignment Process

This diagram summarises the Assignment process detailed in July 2011, and brings it up to date with the overarching Leasing Strategy guidelines.





# Appendix 3

## Cabinet Report Risk Register –

No.	Risk Description Link to Corporate Objectives	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness					Current Risk	
Risk Score = Almost Certain		Impact Score: 1 = Insignificant; 2 = Minor; 3 = Moderate; 4 = Major; 5 = Catastrophic							Probability Score: 1 = Rare; 2 = Unlikely; 3 = Possible; 4 = Likely; 5 = Almost Certain						
1	Inconsistency in dealing with prospective new traders	1 2	P 3	Decisions on leasing can be made on the hoof which could lead to the risk of discrimination	Set out clear strategy guidelines, consult with tenants and get their acceptance	1 2	P 3	Ensure that the strategy is being followed and reviewed at periodic intervals							
2	Inappropriate tenant mix	2	3	Inappropriate traders are attracted to the market, leading to a disjointed consumer mix	Set out and maintain a clear vision on tenant mix	2	3	Prioritise an order of who we want to attract focussed on traders who will support the evening economy ambition.							
3	Potential drop in general standards	2	3	We attract traders with low service and operational standards	Set clear guidelines through the operations strategy of the service standard expectations. The leasing strategy contains recommended target operators.	2	3	Manage standards through marketing of units to prevent a drop in levers which could lead to higher turnover of traders							
4	Lack of support for later opening from Traders	3	3	To establish the market as part of the evening economy in Oxford it is essential traders are involved	Provision of an evening anchor tenant in the form of Tap Social as well as a robust social media marketing plan	3	3	Use marketing and Tap Social to give traders confidence in the benefit of later opening.							

5	Increase vacant units	3	3	Reduction of enquiries from new businesses.	The leasing strategy will enable a letting plan to be established. This will target specific uses to enhance the tenant mix.	3	3	Through offering a range of lease types the market will be more accessible to new and start-up businesses enabling the use of pop ups and short term occupancies where appropriate.							
6	Increase in Tenant arrears and Tenants experiencing difficulty due to the impact of the pandemic	3	3	Traders have experienced difficulties over the last 12 months with lockdown closures.	We will continue to work with traders on an individual basis where they are experiencing difficulties.	3	3	There is a marketing campaign on social media and through the website encouraging customers to 'shop local'. we are also working with Meanwhile Oxford to install temporary uses in any void units to reduce any inactive facias. The intention of each is to increase footfall.							
7	Reduction in footfall due to reduction in tourists and office working	2	2	The pandemic has impacted the city centre as a whole and the return to pre pandemic levels of footfall are likely to take some time.	Introducing new uses to the market and creating a multi-purpose space, linked to the city centre evening economy will attract a new customer demographic increasing footfall and dwell time.	2	2	The introduction of Tap Social, and their calendar of events will support the ambition to create the multi-purpose space.							
8	Unexpected/unplanned maintenance costs	4	3	The Covered Market is an aging asset which requires ongoing investment and maintenance.	Condition surveys are being undertaken, this will enable a more informed planned preventative management plan (PPM) to be established	4	3	The condition survey and subsequent PPM will give the Council the ability to reduce unplanned maintenance as much as possible. There is a programme of investment works being undertaken in relation to the roof replacement and internal redecoration. However due to the age of the asset this cannot be completely mitigated.							
9	Trader opposition to the extended opening hours and introduction of bar use and events.	3	3	The extension of opening hours is an opportunity for some traders but a concern for others particularly in relation to security.	A draft security strategy has been issued to traders for comment.	3	3	The security strategy incorporates the installation of CCTV, security staff and access through the market to reduce access for the public to areas which are unlikely to open extended hours.							

## Cabinet responses to Scrutiny Committee Recommendations

Cabinet response to recommendations of the Scrutiny Committee made on 02/03/2021 concerning the Council Business Plan 2021-22 and Business Plan 2020-21 update report

Response provided by Leader of the Council and Cabinet Member for Economic Development and Partnerships, Susan Brown

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
<b><i>1) That the Council aligns the Business Plan with those recommendations from Climate Emergency Review Group that it supports (once approved by Cabinet).</i></b>	Yes	Agreed that will need a final review before publication around these issues.
<b><i>2) That the Council includes a glossary of terms and acronyms used in the Business Plan, to include Social Value, OLW, OxLEP, MEEES, Net Zero, ZEZ, Energy Super Hub, and Transport and Productivity Prospectus</i></b>	Yes	Will add.
<b><i>3) That the Council reviews alignment of the actions relating to priority 4 on page 53 with the current Local Plan 2036 policies.</i></b>		They are already aligned.
<b><i>4) That the Council includes reference to the circular economy as part of a transformational agenda for waste and resource management.</i></b>	Yes	We will add a reference.

**Cabinet response to recommendations of the Scrutiny Committee made on 12/01/2021 concerning the Scrutiny-Commissioned Citizen Engagement report**

**Response provided by Leader of the Council and Cabinet Member for Economic Development and Partnerships, Susan Brown**

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council investigates opportunities for co-production with key stakeholders, particularly local residents.	Yes	<p>The Business Plan 2021-22 already includes a number of actions to boost co-production including:</p> <ul style="list-style-type: none"> <li>• Launch a Thriving Community Strategy with the principles of community engagement, involvement and participation. This will take a place-based approach that maximises opportunities for greater collaboration with key stakeholders and community groups to deliver outcomes that matter to the Council and local people.</li> <li>• Develop a more integrated frontline locality-based service delivery offer involving 6 locality hub teams that brings together housing, community services, tenancy management support, etc. to provide a framework for greater colocation with partners and an emphasis on community led co-productive social action – where residents are involved in decision making on matters that affect them directly</li> <li>• Develop the partnership with landlords and agents, taking a co-production approach to improve the quality and management of the Private Rented Sector (PRS).</li> <li>• Complete and implement the Zero Carbon Communities Strategy, with community engagement</li> </ul>

		<p>activity, using a co-production approach, to support residents and local groups taking action to achieve climate change targets; and raise wider public awareness of local action being taken.</p> <ul style="list-style-type: none"> <li>Engage Council tenants to maximise their involvement in decisions on retrofitting that affect their homes.</li> </ul>
<b>2) That the Council runs a pilot project to establish and assess the practicalities of engaging citizens in participatory budgeting.</b>	In part	The Business Plan 2021-22 includes an action to develop a micro-grant programme for local community groups to access and deliver against local priorities, as part of the strategic grants review.
<b>3) That the Council monitors the response rates for suitable non-statutory consultations against indices of multiple deprivation, and protected characteristics within the Equality Act.</b>	In part	<p>As part of the current public consultation process we collect data around some of the protected characteristics. These typically include data around, age, ethnicity, gender, disability and postcode. However, for the Residents Panel we have much more detailed information about an individual as they have volunteered to be a member and agree to complete a recruitment questionnaire which also covers additional questions such as employment status and housing tenure.</p> <p>There is a balance that we need to strike between having enough data about a participant and not asking so much that it puts a potential participant off taking part. We need to be mindful of the fact that while some are happy to volunteer information about themselves, others are much more comfortable sharing a smaller amount of data. Also these questions are entirely voluntary so what we receive depends on how much a participant is willing to share.</p>

		<p>We have a new online portal launching in March in which we will have a standard set of equalities questions to be included in each online survey to ensure consistency in the data we are collecting.</p> <p>Carrying out analysis of the postcodes would also provide us with much richer information about which areas of the city responses are coming from and where they might be lacking. This can be achieved through mapping software that can be used alongside the consultation portal and together they can help us pinpoint where responses are coming from.</p>
<p><b>4) That the Council, when conditions permit, has a regular physical presence, particularly at Templars Square shopping centre, but also at its community centres, and that it offers multiple channels, covering analogue and digital, to enable responses to be made.</b></p>	In part	<p>As per the revision of the business plan for 21/22 – two key priority actions are planned that directly respond to recommendation 4, that will support residents to engage and consult digitally and physically too:</p> <p>Inclusive Economy:</p> <p><b>a) Deliver the Customer Experience Strategy year 2 actions, including improving access and inclusion for our customers, <u>streamlining processes and maximising automation where possible with a particular focus on supporting and enabling people that do not have access to digital technologies to become more confident and connected.</u></b></p> <p>Thriving Communities:</p> <p><b>b) Develop a more integrated <u>frontline locality-based service delivery offer involving 6 locality hub</u></b></p>

		<p><b><u>teams</u></b> that brings together housing, community services, tenancy management support, etc. to provide a framework for greater colocation with partners and an emphasis on:</p> <p>Community led co-productive social action – <b><u>where residents are involved in decision making on matters that affect them directly.</u></b></p> <p>Moreover, it is an implicit function that the Locality hub teams will facilitate consultation on key policy development areas – through local networks and facilitation techniques.</p>
<b>5) That the Council includes phone contact details with ward member and/or relevant officer details for those who require support with responding to consultations.</b>	Yes	With the agreement of ward members this information can be included alongside each consultation. On the consultation portal this can be included alongside other information about the consultation such as start and end dates, descriptions etc. For paper surveys this could also be easily included provided ward members are in agreement. For officers, again this information can be included with their agreement and the assurance that they would only be contactable during office hours.
<b>6) That the Council holds regular meetings with private tenant unions.</b>	Yes	The Business Plan 2021-22 includes an action to develop relationships with tenants groups to help enable tenants to be empowered in their relationships with landlords and agents.

<b>7) That the Council, when periods of significant public debate arise (including on areas not the direct responsibility of the Council), considers facilitating a public discussion over them similar to the recently-held Town Hall meeting.</b>	Yes	<p>It is clear we would want to utilise this engagement format in the future on an ad hoc basis and as appropriate.</p> <p>We would also like to resume running focus groups in person with residents when we are able to as this provides us with a detailed insight into their views.</p>
<b>8) That the Council creates frameworks and guidelines around how and when the Council will engage with and use its elected members when undertaking consultations.</b>	Yes	<p>Officers will look at the opportunity to include a Community Engagement Framework as part of the revised Community Engagement Policy Statement. All members should be alerted to the fact a consultation in their ward is taking place and should be encouraged to get involved to help collect information, particularly if a potential resident finds it difficult to contribute due to factors such as language barriers or IT concerns.</p>
<b>9) That the Council is flexible in its approach to consultation periods in non-statutory consultations and is willing and able to allow feedback made outside the official consultation to be meaningfully considered.</b>	In part	<p>Consultations must have open and close dates as we usually need to collect the data in order to feed it into a strategy's development or a project timeline and leaving it open will not allow us do that. However we can include a note that states after the closing date people can give us their views with the caveat that they may be too late to be included in the official consultations findings/report. However they can be considered for any future work related to this consultation.</p>



**Cabinet response to recommendations of the Scrutiny Committee made on 02/02/2021 concerning the Zero Carbon Council report**

**Response provided by Deputy Leader of the Council and Cabinet Member for Green Transport and Zero Carbon Oxford, Tom Hayes**

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
<b>1) That the Council develops the Carbon Management Plan to align with established 'net zero' measurement, reporting and target-setting standards and guidance (e.g. PAS 2060, Carbon Neutral Protocol, GHG Protocol Organisational and Scope 3 Standards, Science-based Target Initiative) to ensure that terminology is used correctly.</b>	Not agreed	The basis for measurement in this plan is the same as on each previous occasion ie using the reporting required by central government in the form of the Green House Gas Report. The report gives a comprehensive view of the council's performance in the areas targeted in the plan. Maintaining the same measure also enables, like for like comparison across previous plan periods.
<b>2) That the Council subjects the resulting report and the 'net zero' claim to independent audit</b>	Not agreed	The Green House Gas report is already subject to scrutiny and validation by The Department for Business, Energy and Industrial Strategy. An additional audit would be an unnecessary burden in time and cost.
<b>3) That the Council undertakes a carbon cost-benefit analysis to guide decision-making and to ensure that the quickest and most cost effective carbon reduction measures are pursued first.</b>	Not agreed	This is already undertaken as part of the Salix assessments and floors and benchmarks are being built into the revised Asset Management Plan.
<b>4) That the Council integrates its own strategy into that of the wider City recognising that though its policies, partnership working and influence the Council can impact more than 1% of the City's emissions.</b>	Not agreed	This is already in hand

<b>5) That the Council introduces environmental impact assessments into its standard Cabinet report template, with a particular focus on how the actions being proposed will help the Council move towards being zero carbon.</b>	Not agreed	This issue was debated at the previous meeting of the Cabinet. An officer report on the means and resource implications of doing this in a meaningful way is in draft form.
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# **Scrutiny Committee: Climate Emergency Review Group**

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**Commentary and Response to recommendations**

**January 2021**

## Foreword

The world is in the midst of a climate emergency, which is accelerating faster than expected, threatening humanity and the world's natural ecosystems.

The 2015 Paris Climate Change Agreement commits nearly every country to keep global temperatures "well below" 2C above pre-industrial levels and to "pursue efforts to limit the temperature increase even further to 1.5C". The world's eyes will be on Glasgow in 2021, and the UK's leadership of COP26. Crucial to the success of the summit will be the UK's cities showing their path to zero carbon and net-zero.

Here in Oxford, we are ambitious about rapidly creating a Zero Carbon city and our ambition is accompanied by action. We recognise that climate justice is one and the same with social justice and economic justice, and our solutions to climate change will help to create happier, fairer, and confident communities. This has taken on an extra level of significance as we are seeking to recover from the global pandemic by addressing runaway climate change.

Oxford's track record is a strong one, but strong track records can always be strengthened. As a Council we face outwards to a significant extent, for instance, hosting Oxford's Climate Change Citizens' Assembly and hosting a Youth Climate Summit in recent years. With the conclusion of the Scrutiny Committee's Climate Emergency review group, we are happy to encounter new proposals to achieve our shared aims, and we thank Councillor Howlett for chairing this group and supporting decarbonisation of the council and our city.

Our response to the recommendations of the review group is different in format to the usual responses to Scrutiny committee or review group recommendations. Our response is written in the style of a white paper, so that the Council can clearly express our underlying thinking about our current vision and strategy, spotlight what we have done so far and intend to do and explain how the group's recommendations build on this record and further our vision.

**Councillor Tom Hayes**

**Deputy Leader and Cabinet Member for Zero Carbon Oxford and Green Transport**

## Introduction

1. While there is no “safe” level of climate change, scientists say that 1.5 degrees is associated with less devastating impacts of global heating. In 2019, the global average temperature was 1.1. Degrees Celsius above the pre-industrial period – leaving a rapidly narrowing window for action.
2. The world is already seeing the impacts of climate change, with the increased frequency and magnitude of extreme weather events from heatwaves, droughts, flooding, winter storms, hurricanes, and wildfires.<sup>1</sup> The last decade was one of exceptional global heat – with retreating ice and record sea levels. The year 2019 was the hottest year on record so far.<sup>2</sup>

### The role of Oxford

3. Globally, cities contribute significantly to the problem of climate change. While occupying a small percent of the world’s landmass, they have an enormous carbon footprint. Cities are both a big part of the climate change problem and integral to its solution.<sup>3</sup> The city of Oxford is no different.
4. Oxford has a relatively dense population and role as a centre of commerce, culture and world class teaching, research, and innovation. This means Oxford can play a key role in efforts to deal with the climate emergency. Oxford is already playing a leading role, galvanizing action within the city boundary and beyond.
5. The narrative set out below provides the context to the responses to the recommendations of the Scrutiny Review Group which are set out in Part 2 of this document.

## Part 1 The Context

### Buildings as a key emitter

6. In Oxford, as in the rest of the UK, buildings are a key source of carbon emissions that need to be tackled if we are to meet international and national targets and avoid significant impacts on our climate and all the challenges that presents.
7. The focus of the Review Group on this area of work is therefore welcomed as prompt to think about what the Council should and could do to play an active role in speeding up the rate of change and improvement. The process itself has led to significant debate amongst officers and lead members as to how to advance our plans and priorities for action.
8. The work done by Anthesis for the City Council ahead of the Citizens’ Assembly on Climate Change estimated that some 81% of emissions in the city came from buildings, with 29% and 26% coming from residential and institutional buildings, respectively. These statistics underline the importance of the need to tackle emissions from buildings.

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<sup>1</sup> <https://www.unenvironment.org/explore-topics/climate-change/facts-about-climate-emergency#:~:text=The%20facts%20you%20need%20to,average%20global%20temperature%20on%20Earth.>

<sup>2</sup> Ibid

<sup>3</sup> <https://www.c40.org/ending-climate-change-begins-in-the-city>

Chart 1: 2016 SCATTER Direct & Indirect Emissions – Summary, ktCO<sub>2</sub>e

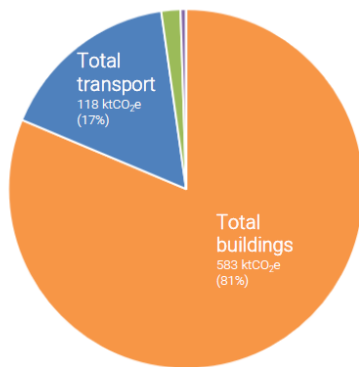


Chart 2: 2016 SCATTER Direct & Indirect Emissions – Sub-sectors, ktCO<sub>2</sub>e

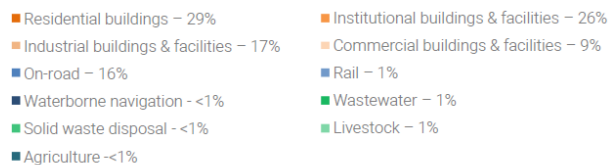
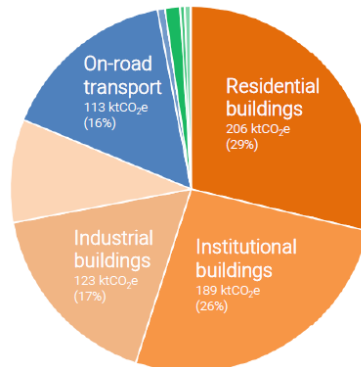
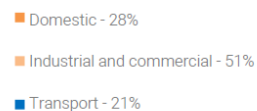
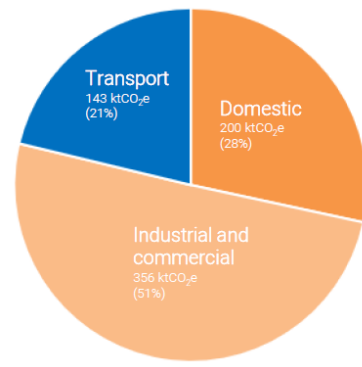


Chart 3: 2017 BEIS Direct & Indirect Emissions – Summary, ktCO<sub>2</sub>e



9. The council owns and, in several cases, occupies and operates a wide range of buildings. The Council's Asset Register puts the value of these assets at around £1 billion. This is a significant resource but also indicates the scale of challenge for a local authority with a net budget requirement of £23.4m in 2021/22.
10. In broad terms these assets can be categorised as
  - a) Operational buildings and depots;
  - b) Housing stock, occupied by tenants, owned by the City Council or its wholly owned housing company OCHL;
  - c) Investment properties often let on long commercial leases to third parties to secure an income stream to support services and develop the local economy.
11. Whilst all are “buildings”, their type, use, and occupation are quite different, which impacts on the council's ability to drive change.

### The Council's ambition in respect of Climate Change

12. In 2019 the Council declared a Climate Emergency and set a vision for moving the Council's operations to Net Zero by 2030. The Council also commissioned a Citizens' Assembly on Climate Change, the first to be held by a UK city, to explore the key question of whether Oxford as a city should seek to reach Net Zero ahead of the national 2050 target.
13. The Oxford Citizens' Assembly advised that Oxford should aim to reach net zero ahead of this national target and should seek to identify a target date which balances Oxford's unique and privileged position with not putting too much onus on the individuals and businesses of Oxford ahead of national initiatives and market developments. That work is progressing and will report in February 2021.
14. To meet that challenge, the council has maintained a data rational approach, appointed a Scientific Adviser, and commissioned further analysis to inform possible pathways. The

council has also announced the intention to hold a summit of key stakeholders to accept the advice of the scientific adviser and form a Zero Carbon Partnership to oversee Oxford's journey to net zero.

15. In December 2020, the Council joined the UK100 group of organisations who have committed to achieving net zero within their organisations by 2045. The Zero Carbon Oxford summit will be asked to consider that date and whether an even earlier date is achievable.
16. To date the ambitions of the council have been allied to the ambitions of the Low Carbon Oxford Partnership whose aim was to achieve a 40% reduction in carbon emissions across the city by 2020 from a 2005 base. It has recently been confirmed that this target has been met. That target being met reflects local contributions and action at a national level, principally the de-carbonisation of the electricity grid.
17. The City Council went beyond this and set a target of a reduction of 5% per annum which has been met, steered by the council's Carbon Management Plan. This progress is reflected in the most recent Green House Gas Emissions, part of which is reproduced below, which demonstrates that the City Council reduced its footprint by 40% since 2014/15. Of those emissions around 61% are from operational buildings (i.e., where the Council pays the bill).

tCO <sub>2</sub> e	2014/15	2015/16	2016/17	2017/18	2018/19	% reduction since 2014/15
Total gross emissions	9,703	9,286	8,955	8,572	7,741	20.2%
Renewable energy purchase (REGO)	-	-	-	1,922	1,997	
Total net emissions	9,703	9,286	8,955	6,650	5,744	40.8%

### **Roles and responsibilities of the local authority**

18. A local authority has many roles in respect of achieving net zero carbon. The Council will have to embrace them all in due course but needs to prioritise its actions for the greatest return and progress.
19. These roles and responsibilities are headlined below more will be said about each of them in the detailed sections below.
  - i) Management of own building stock
    - a. Operational
    - b. Housing
    - c. Investment
  - ii) Regulatory
    - a. Local Planning Authority

- b. Building Regulation Authority
  - c. Enforcement of Housing and health standards
- iii) Supporting and encouraging tenants and occupiers where the council is the landlord
- iv) Supporting occupiers of private sector housing and commercial stock
- v) Campaigning and lobbying for legislative and fiscal policy changes
- vi) Taking part in pilots and trials of new approaches and technologies. Good current examples of these being
  - a) Office for Low Emission Vehicle funded projects to install electric vehicle charging points
  - b) Energy Super Hub Oxford
  - c) Local Energy Oxford

20. Convening activity across the city through partnership activity to deliver a net zero carbon city.

### **Prioritisation of action across the council's own stock**

21. In response to the Citizens' Assembly's recommendations and subsequent commitments the council has commissioned the updating of its information held about its buildings through revision of stock condition surveys including more targeted energy information.
22. This information will enable strategic planning and optimisation of actions in respect of that stock. In general, however, the following matrix sets out the thinking about prioritisation as that deeper strategy is developed.
23. When deciding where to direct resources the council will, as well as the carbon benefit to be derived, consider: -
- a) The amount of control that it has over a building
  - b) The quality of information available to make informed decisions
  - c) Who benefits from savings in energy expenditure, do they help make the business case?
  - d) The amount of capital budget available to fund such works
  - e) Access to external funding



	<b>Control</b>	<b>Data</b>	<b>Savings flow to OCC</b>	<b>Capital Funds for Investment</b>	<b>Access to External Funding</b>
<b>Operational Buildings</b>	High	High	Yes	Limited	Yes
<b>Housing Stock</b>	Medium	Medium	No	Some	Yes
<b>Commercial Stock</b>	Low	Low	No	Limited	No

#### **Prioritisation Grid**

24. Current plans are set out in the council's Carbon Management Plan, which is due to be published in February 2021.
25. The revised carbon management plan focuses on how the Council will achieve zero carbon emissions by 2030 across its estate and operations. Reaching zero carbon will require a doubling of the current rate of carbon emission reductions to ca10%/year and mean addressing the difficult and/or expensive areas like the electrification of heat and fleet vehicles (i.e., stopping burning fossil fuels in the form of gas and fuel). In the absence of a fully decarbonised electricity grid, the Council will rely on green electricity purchase and local renewable energy generation to provide zero carbon electricity to power electrified heat and fleet vehicles. The transition to zero carbon will also mean that, year on year, the Council reduces its purchase of both green gas (as boilers are replaced with low/zero carbon heating technologies and approaches) and of offsets (as fleet vehicles are electrified).
26. As an interim step the council proposes to purchase renewable gas for all its sites and offset remaining emissions during 2021. The council will in effect be net zero for scopes 1 and 2, but will continue to drive that all important reduction in overall energy consumption
27. The carbon management plan deals primarily with Scope 1 emissions (gas and fuel use), Scope 2 (electricity purchased from the grid) and to a limited extent Scope 3 (for transmission and distribution of grid electricity, water consumption and business travel). These are the council's operational emissions – where the council pays the bills for its consumption and they can be more directly measured and reduced.
28. The Council is also responsible for other Scope 3 emissions which are less directly measurable, such as emissions from the goods and services the council procures, municipal and commercial waste sent to landfill and staff commuting. The targets outlined in the plan do not address these Scope 3 emissions. However, council will work to quantify and better understand them as they will be significant. This work will also be aligned with development of a wider, consistent approach, across the city, to tackling these Scope 3 emissions through the Zero Carbon Oxford partnership.
29. Zero carbon by 2030 represents a significant step-change in the Council's ambition and requires a doubling of current effort. Business as usual - with a 5% year on year reduction target - will only get us about half of the way to zero carbon by 2030.

30. It is estimated that the capital cost of the transition of the council's operational buildings alone will cost more than £30m. The plan points to the need to secure external funding to support the plan. Recently the government announced the £1b Decarbonisation fund. The council has engaged actively with the first round and reflecting the preparatory work carried out in recent years to have project ready bids has secured more than £10m. When implemented during 2021 this will make a significant impact on the journey to net zero for operational buildings. However, more remains to be done, which is reflected in the detailed responses below.
31. The Council has this year, following the Citizens' Assembly and the council aim to explore becoming a net zero carbon organisation by 2030, been reviewing its policy position in respect of its property holdings as part of the review of the asset Management Plan. The sections below headline the approaches to be proposed as policy in the revised plan which is expected to be reported on in the near future.
32. In the sections that follow there is a position statement about each of the building types, what has been achieved to date, what is in progress, steps being further considered in the light of the scrutiny review and other developments, the current Carbon Reduction Plan, and an outline of the policy position to be posed in the revised Asset Management Plan.

### **Housing**

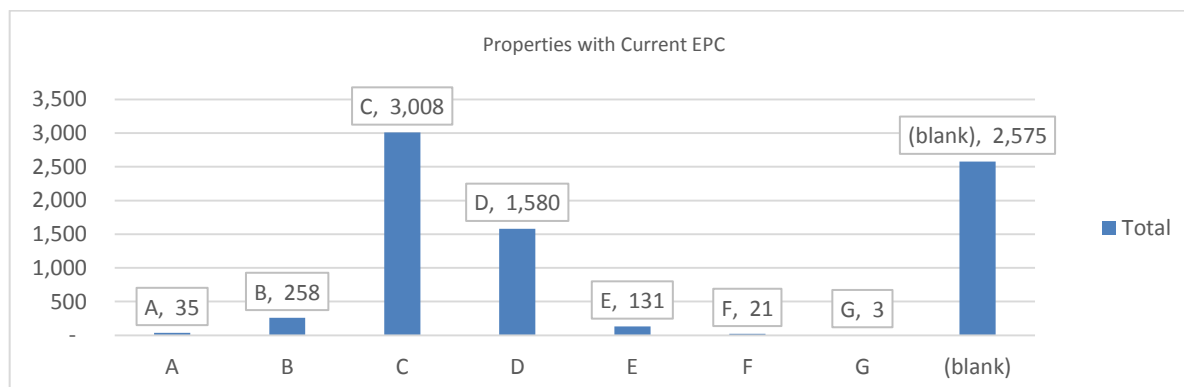
33. One of the Council's opportunities to make a direct contribution to this agenda is in respect of housing—it is a landlord of circa 7500 social housing units and has a wholly owned housing company with a currently agreed business plan to deliver almost 1900 new homes over the next 10 years with 75% of these being retained in Council ownership

### **The City Council as Housing Landlord**

34. The City Council has invested heavily over the last 10 years in its housing stock to increase energy efficiency and tackle fuel poverty. Investment programmes have included:
- a) 270 Cavity wall, 57 external wall and 2013 loft insulations benefiting a total of circa 2340 homes
  - b) Carried out a programme of solar PV installs in Rose Hill and Barton including the ERIC project which piloted battery storage benefitting circa 80 units
  - c) Scoped whether a heat network utilising waste heat from Heyford Hill Sainsburys was possible with Bioregional
  - d) Converting approximately 100 homes with inefficient electric heating systems to modern gas central heating systems.
  - e) Implementing a rolling programme of boiler replacement and whole system replacement
35. To inform a future targeted investment programmes to secure carbon reduction we have used a carbon asset management programme, CROHM, alongside an extensive EPC and building survey approach to:
- a) Check and update existing data to improve accuracy to the required standard
  - b) Set confidence levels for data
  - c) This enables us to work out what energy efficiency measures can be applied to different properties
  - d) Target the worst performing homes (E, F and G in EPCs)

- e) Establish an investment programme to meet a target of 95% of homes to be EPC level C or above by 2030
- f) We will also, as our data and understanding grows be able to apply for external funding to accelerate progress.

36. The table below provides a summary of stock numbers by EPC rating. It should be noted our data is incomplete and surveys are continuing -



37. The table below shows the number of properties which will require some intervention/ investment works to achieve the EPC target and an indication of the programme of works required and estimate of costs.

No of Properties	Type of Works	Project Investment
437	Upgrade of Central Heating	£1,105,542
150	A rated combi Gas Boiler*	£568,050
30	Air Source Heat Pumps	£234,750
450	Cavity Wall Installation	£256,000
100	External Wall Insulation	£904,321
651	Secondary Heating	£111,570
2400	LED Lighting	£129,600
1173	Upgrade Loft insulation (300mm)	£452,605
907	Hot Water thermostats	£145,120
203	Photovoltaics	£2,030,000
382	Minor other improvements	£200,000
	<b>Total Investment</b>	<b>£6,137,558</b>

38. With regard to the investment required to achieve net zero carbon, we are still reviewing possible options to establish what improvements are required to the building fabric to these properties, so they are zero carbon by 2050.

39. It is recognised that this is a cost effective means of driving improvement to EPC, it does not reduce carbon emissions that much. Alternative forms of electrically fuelled heating will be required, which is likely to be more expensive to install.

40. The Council recognises that not all its stock is appropriate for retrofit. It is the case that some of the worst performing stock is uneconomic to retrofit in comparison to demolition and

new build. To better understand this and to inform our asset strategy a further survey was commissioned of particular stock types.

### **Resident Engagement**

41. Council tenants' involvement in decisions made that effect their homes is a key principle for the Council. The Review Group recognised the need for convenience for tenants for work taking place. Both the Housing Service and ODSL both seek to minimise inconvenience to tenants. This is also important in terms of business efficiency for ODSL.

### **Increasing investment**

42. The Council, in considering its 21/22 - 24/25 MTFP, has substantially increased carbon reduction funding allocating £7.2 m over the next 4 years and £50m over the next 10 years.
43. In addition, the preparatory work with respect to planned programmes will mean the Council be well placed to access central Government funding programmes as they come on stream. The Council will continue to explore all avenues that could lever in additional funds including levying separate charges on residents in lieu of reduced energy bills. We are currently exploring in more detail the Nottingham City Homes / Energiesprong model as proposed in recommendation 1 but have not concluded yet if it is a funding model that can deliver at scale.

### **Investment Programme delivery**

44. The 2021/22 budget going forward represents a significant step change and the delivery model will need to cater for both increased capacity and capability in respect of new technologies.
45. The Council benefits from a positive and proactive relationship with Oxford Direct Services Ltd (ODSL) as a wholly owned company. In turn ODSL seeks to leverage commercial opportunity to further develop the company's skills and reach.

### **The City Council as Housebuilder and Developer**

46. The Review Group is right to recognise the examples of building homes to zero carbon standards in the UK. Oxford City Council has sought to learn from examples of best practice, especially within the UK. The Council's wholly owned housing company, Oxford City Housing Ltd (OCHL), is bound by the Oxford City Council local plan, new developments are required to go 40% further than government building regulation targets on carbon emissions. In addition, the Shareholder acting behalf of the Council has approved OCHL's business plan includes an ambition to exceed the target with a stretch target of 70%.
47. Reflecting that Oxford is regularly listed as being the least affordable place to buy a house in the country and that there are currently around 3000 families on the waiting list for social housing, Oxford City Council has a corporate priority for more affordable housing in the city.
48. The Council and OCHL have a difficult task to optimise both environmental standards, financial return to the Council and maximising the availability of housing, particularly housing that is truly affordable.

49. Evidence is that there is currently no premium in value terms to homes built for private sale to environmental standards, but societal behaviours could well change going forward. The Council is looking to review the business case as to the value of properties purchased by the HRA when whole life costing is considered which has the potential to help the viability of schemes built to the equivalent of a passivhaus standard. In the meantime, trade-offs will need to be made by elected members on behalf of the Council and in acting as the client and Shareholder of OCHL as each scheme is brought forward for approval.
50. Greencore Construction, based in Oxfordshire, was set up in 2013 with the aim of helping self-build projects and small developers to build high performance, low carbon buildings using natural materials. As Review Group noted, Greencore Construction hopes to develop net positive construction projects and were keen that we learned from such experts in the market.

## NON-RESIDENTIAL BUILDINGS

### OPERATIONAL BUILDINGS:

#### Stock profile and key statistics:

51. Buildings covered under the Council's zero carbon footprint include all sites where we pay the energy bills. This includes our offices, swimming pools, sports facilities, car parks and public conveniences.
52. Operational Buildings account for about 73% of the Council's core carbon footprint (with fleet vehicles accounting for the bulk of the remaining emissions).
53. Zero carbon means in this context means:
- Not burning fossil fuel (hence gas boilers being replaced with efficient electric heating such as heat pumps) to give a zero-carbon *ready* building.
  - When grid electricity generation is completely derived from non-carbon sources then the building itself becomes zero carbon.
  - In addition, further opportunities are also taken to improve insulation wherever possible.
  - However, wherever feasible a fabric first approach will be our priority
54. The table below ranks the biggest emitters of CO<sub>2</sub> in our operational buildings which informs the decarbonisation programme:

Rank	Site	tCO <sub>2</sub> e
1	Leys Pools & Leisure Centre	760
2	Hinksey Outdoor Pool	518
3	Oxford Ice Rink	422
4	Ferry Leisure Centre	406
5	Oxford Town Hall	263
6	Barton Leisure Centre	261
7	Cowley Marsh Depot	174
8	St Aldate's Chambers	136
9	Horspath Depot	119
10	Rose Hill Community Centre	84

### What has been achieved to date?

- a) Over the period 2014/15 to 2019/20 the Council's underlying CO<sub>2e</sub> emissions (which includes those from operational properties such as offices, depots, leisure centres, business travel and fleet vehicles) have decreased by 23.5%.
- b) Our emissions (after the purchase of Renewable Energy Guarantee of Origin) electricity during 2014/15 to 2019/20 have reduced by 45.8%.
- c) The Council now generates the equivalent of over 10% of its annual electricity consumption from Solar PV installed on its operational buildings.
- d) All sites are supplied with renewable electricity, as are small sites for gas from renewable sources. Subject to approval in the budget large sites will also receive renewable gas before the end of 2021.
- e) The council operates state of the art energy monitoring and reporting systems, with half-hour monitoring of large sites.
- f) Fusion Lifestyles, the council's leisure centre operator, is working with the Council to reduce carbon emissions. The service contract requires Fusion to work with the council to achieve a 5% per annum improvement. The Council has installed a range of Salix funded carbon reduction measures in leisure buildings including LED lighting upgrades, swimming pool covers, insulation and installation of Solar PV.
- g) In addition, OCC has a £1m revolving Salix loan fund (with 50% funding secured from government) to finance the implementation of carbon reduction measures, with a 10-year payback period or less. This is then recycled and used on other energy efficiency/carbon reduction projects. Salix and other funded measures have included LED lighting upgrades, insulation, boiler upgrades and solar PV.
  - i. The council has now been successful with two bids to the **Public Sector Decarbonisation Scheme (PSDS) grant**:
  - ii. 1<sup>st</sup> PSDS to install water source heat pumps, battery/thermal storage, and floating Solar PV systems for Hinksey Pool.
  - iii. 2<sup>nd</sup> PSDS bid to:
    - Install heat pumps replacing gas boilers at Blackbird Leys pool, the ice rink, Town Hall, Barton leisure centre and Rose Hill community centre.
    - Invest in a portion of a local solar farm, meeting a significant part of the increased electrical demand arising from the shift away from burning gas for heating. It also includes thermal and battery energy storage at each site to maximise the effectiveness of the heat pump/PV approach.

These successes reflect years of prior feasibility work to provide fundable projects. Much of such development work goes unseen until such time as funding is identified to progress the project.

### 55. Funding Gap:

- a) To achieve the 2030 goal of becoming a net zero carbon organisation in respect of Council buildings will require a doubling of the current rate of CO<sub>2</sub> emissions reductions to c.10% per year over the next 9-10 years at an estimated cost of £22m - £25m for the

operational portfolio. Currently this is unfunded: both PSDS and Salix have been considered. More detail can be found in the Carbon Reduction Plan 2021.

- b) In addition to capital costs any investment will also require additional specialist internal resource to deliver it. Building capacity and skills in this area is a key challenge.

#### **56. Proposed Actions New Builds & Refurbishments:**

- a) We will propose what basic standard of measurement is appropriate for new build and refurbishment projects in the Asset Management Plan (E.G. BREEAM / NABERS and the target level within that standard.) (Note: Passivhaus is another standard which applies to both residential and non-domestic projects. For new build and refurbishments if planning permission is required then the Oxford Local Plan stipulates minimum BREEAM Excellent or equivalent.)
- b) The new Asset Management Plan (AMP) (2021/2031) will thus provide a strategic framework to achieving Zero Carbon by 2030 by illustrating our commitment to this important agenda.

#### **57. New Builds:**

- a) The working assumption is that future new builds will achieve at least the “nearly zero” requirements of Building Regulation 25b.
  - a. (<https://www.legislation.gov.uk/ukxi/2010/2214/regulation/25B>)
- b) The Council’s internal business case for all major capital projects (>£500k) will consider and cost for zero carbon (shadow cost) to allow it to make informed investment decisions and to go beyond building regulations where possible and where budget is available. To inform this process, we will establish an appropriate threshold / return for the additional costs. These emerging standards will be tracked and assessed for suitability and compliance with the Local Plan requirements.
- c) Where zero-carbon is not possible the working assumption is that we will future proof all new builds to ensure they can become net zero in the future.

#### **58. Refurbishments:**

- a) Business Cases will need to include a similar shadow pricing to that for new builds to achieve as close to zero carbon as possible, and at the very least must consider all future proofing opportunities.
- b) OCC will consider and cost a zero-carbon option (shadow price) in all business cases for refurbishments of its assets.

### **COMMERCIAL PROPERTY:**

#### **Stock profile and stats:**

56. The investment commercial property portfolio consists of 234 assets of which 166 are retail.

57. The City Council’s Carbon Reduction Plan does not extend to these properties as the council does not occupy the buildings or pay the bill or indeed have a high degree of control of premises on commercial leases.

58. We have a challenging “base case” for our commercial property as Salix funding is not available and any savings from efficiencies would not flow to the council, undermining what

are already likely to be weak business cases. However, there are things we can do now and what we will look to do in the future.

59. To date OCC has obtained Energy Performance Certificates (EPC)/MEES data for:

Commercial Properties (in scope):	217
Total Properties with EPC's:	214 (98.6%)
EPC's to be Finalised:	3 (1.4%) during 2021

60. There are 17 assets out of scope due to the nature of their lettings e.g., ground leases or with pay-back periods more than the 7-year criteria. The completion of this process provides key data and an outline ranking and prioritisation properties

### **What has been achieved to date?**

#### **61. EPCs / Repairs and Maintenance Stock Condition Surveys:**

##### **a) EPC Ratings / numbers of commercial properties:**

- a. A = 1; B = 9; C = 4; D = 70; E = 61; F = 5; G = 10
- b) For the properties below the current target 'E' rate = 15 (7%); works have been commissioned on 4 properties and revised EPC's are being obtained. works are also being reviewed for the remaining 11 which will be complete during 2021/2. In all cases we will meet the existing minimum of EPC E, wherever possible we are seeking to future proof by achieving EPC B.
- c) All but 3 EPCs are complete; these are due to recent tenant vacations and will be completed during 2021.
- d) From April 2023, EPCs will apply not only to all new lettings but also to all existing commercial leased properties.
- e) Government is considering proposals to move to a higher 'B' Rating. As a result, data obtained from the initial EPC surveys is being reviewed & a business case will be presented to OCC (during 2021) to address this issue and with an indicative costing.
- f) Works that must be undertaken by OCC (as landlord) to achieve a Zero Carbon solution are likely to remain within the existing 7-year EPC payback period.
- g) Stock condition surveys have been commissioned for the whole commercial portfolio which will further inform on energy efficiency.

#### **Funding Gap:**

- h) We do not yet know how much it will cost to future-proof or align the commercial property portfolio to EPC 'B'. The condition surveys and projections from the EPC data will inform the cost, but it is expected to run into millions of pounds.
- i) Retrofits on commercial properties are always more expensive than new build projects. Additional external grant funding will be explored and applied for as appropriate. (Note that Salix cannot be used at present as it is only applicable where OCC is the bill payer). It is possible however that the Government may introduce additional funding opportunities to achieve its sustainability agenda.
- j) We do not know the cost of the work, but any investment will also require additional specialist internal resource to deliver it.

#### **Proposed Actions: Opportunities on existing assets:**

- k) The new Asset Management Plan (AMP) (2021/2031) will be aligned with the Zero Carbon agenda subject to each business case and funding availability and within the constraints of an historic portfolio.



- l) We will consult with our commercial tenants to understand interest and appetite to ascertain their 'buy-in' to the Zero Carbon agenda and what measures they are undertaking in their businesses to add to this agenda.
- m) We will secure advice to help explore new funding models e.g., if OCC is able to adjust rents reflecting its investment how this will affect the rental income flows etc.
- n) We will explore the principals of 'Green Leases' on all new lettings and will also secure agency advice regarding new lettings in respect of sustainable energy and if we are able to direct tenants to use sustainable solutions without an equal loss of income.
- o) We will provide 'welcome packs' for all new tenants signposting them to renewable energy sources.
- p) We will obtain specialist commercial advice on future portfolio operating models and leasing approaches of commercial assets to inform whether additional costs could be passed onto tenants and/or use of Salix e.g., OCC pays the bills or recharges our tenants in a service charge type arrangement. If this becomes possible additional internal resources would be required to administer this process.
- q) Wherever possible OCC will look to encourage tenants wanting to make improvements to their properties to reflect the Zero Carbon agenda.
- r) In addition, we will seek opportunities to ensure future proofing is included in advance of the 2023 date where we are planning repairs and maintenance projects.
- s) OCC has contacted, other authorities (e.g., Bristol, Birmingham and Cambridge with similar portfolios) to ascertain how they are reacting to the Zero Carbon Agenda. This best practice will be incorporated into future planning to reduce carbon.

#### **New Builds / Refurbs:**

- t) Where OCC brings forward either new build or refurbishment of its commercial assets it will explore the business cases for future proofing zero carbon through electric boilers or MEES / EPC 'B' rating. This commitment is in advance of any central Government requirements.
- u) OCC will also consider and cost a zero-carbon option (shadow price) in all business cases for new developments or refurbishment of its assets.
- v) We will agree a methodology to assess what is an acceptable additional threshold of cost and return to make informed investment decisions.
- w) We will agree what basic standard of measurement is appropriate for new build and refurbishment projects (E.G. BREEAM / NABERS) and the target level within that standard.
- x) OCC will actively review opportunities for carbon offsetting initiatives on its land assets e.g., tree planting, exploration of solar etc.

#### **The City Council as Planning Authority and other Regulatory Services**

- 62. The Review Group noted the opportunity to influence the energy-efficiency standards of buildings developed through its powers as a planning authority, and through its provision of Building Control services. The Council can exert influence on property owners through its licensing capabilities also.
- 63. The planning process is governed centrally by the Ministry of Housing, Communities and Local Government who determine the National Planning Policy Framework (NPPF). The local plan is 'examined' by a Planning Inspector. The examination will assess whether the plan has been prepared in accordance with legal and procedural requirements and if it is sound. The Inspector will also consider the evidence provided by the planning authority to

support the plan and any representations which have been put forward by local people and other interested parties, including developers. A local plan must be evidenced based the planning authority, in Oxford's case, Oxford City Council.

64. The Review Group noted the improvement set out in Oxford's Local Plan of a 40% improvement in energy efficiency on Building Regulations. Whilst the Review Group noted the Citizen Assembly's ambition in this area, assembly members set no date for a 'net zero' city. the Urgency was sought however assembly members recognised the challenge of reaching 'net zero'.

### **Planning**

65. At present Local Plans are required to be reviewed every five years, however the Government has put forward a range of proposals for planning reform in 2020. The Review Group examined the role of supplementary planning documents (SPD) however they recognised an SPD for carbon reduction would take a significant amount of resource and cannot go beyond the requirements of the Local Plan. Further the Review Group also recognised that Government has also consulted on Building Regulations and the Future Homes Standard this year.
66. The Council, as part of ensuring successful implementation of the new Local Plan, will be working on Technical Advice Notes to provide guidance on how some specific policies can be implemented. One of these will relate to the new policies around carbon reduction with a particular focus on relationship between policies e.g., advice to show that things can be done in historic environments.

### **Regulatory Services**

67. It is noted that The Review Group anticipated the potential for the Council to drive up standards through having a tougher set of standards more rigorously applied. However, following discussion on the topic this was shown not to be feasible for two key reasons: the market in which Building Control operates, and legislative risk.
68. As was noted, the Council's Building Control service is only responsible for approximately 60% of the inspections undertaken in the City. This is because the Council's service must compete against private sector providers; indeed, several rules on Council services have the effect of putting the Council at a disadvantage versus the private sector. The Council's own unique selling point is not on price, but on the overall level of service and ancillary services to which it has access.

### **The City Council as Communicator, Convenor, and Influencer**

69. The City Council itself is only directly responsible for circa 1% of the emissions within the city. The Review Group supported the view that, capacity and resources be directed towards setting a positive example and working in partnership to galvanise change across the city as part of a shared ambition. The Review Group recognised examples best practice in this regard including the EV Summit. This was initially established with seed funding from the City Council and is now run by Green TV. After three years Oxford has sufficient national and international pull for this event to be run commercially.

70. The Council welcomes the support of the Review Group that the key areas in which the Council can use that influence is in its roles as a communicator, convenor, and influencer. A key step in this will be when, following the Citizens' Assembly the Council holds a summit of key stakeholders in February 2021. As well as setting out an overall ambition and direction for the city it is intended that a Zero Carbon Oxford Partnership will be formed. That partnership will support various work strands to co-ordinate and drive work across the city.
71. Post the summit the Council will receive a report back and a Zero Carbon Oxford Plan will be proposed. This will confirm an initial target date for the city to achieve net zero, the carbon budgets to achieve this and an action plan.
72. It is recognised that engagement needs to go far beyond those key stakeholders. A key message from the Citizens' Assembly was the need to bring everyone in the city to a higher level of awareness and engagement.
73. The Review Group noted the theme of sharing information on the climate emergency with young people. There are several initiatives either in or near Oxford that provide excellent resources. During December 2020, an initial Youth Climate Summit was held. Further engagement flowing from this is being considered.
74. Whilst the City Council has the political legitimacy to convene work to become a zero-carbon city, as the review Group noted, there are many other groups and resources already operating successfully in their field.
75. The Review Group found as was noted at the Citizens Assembly on Climate Change that there is in Oxford a lot of work already being done to tackle the Climate Emergency, but that that work is not widely known. The Oxford Together on Climate Change website seeks to address that. Communication about the challenge the climate change represents and what can be done individually, locally, nationally, and internationally will be a key element of our work going forward and we intend to work with partners and stakeholders on this building on their knowledge, expertise, and networks.
76. The Council's consultation budget includes addition resources to support these elements of enegement.

#### Lobbying central government

77. The Review Group supported the view that the council should remain active in lobbying and campaigning. The Review group considered that it would be possible to have a long shopping list of proposals to be made to the Secretary of State, but that this is a well-defined suggestion that would make a tangible and wide-scale difference.
78. The key areas being pursued by the Council at present are around: -
- a) The date for the withdrawal from sale of vehicles with internal combustion engines
  - b) The need for the introduction of regulations requiring all new homes to be built to zero carbon energy
  - c) Active engagement in the consultation around standards to be imposed through Building Regulations and housing acts.

- d) The need for capital funding and fiscal incentives to support the improvement of buildings and homes
- e) Support for the move towards renewable energy and local smart distribution grids.

79. In recent months there has been progress towards the Council's views both in terms of policy and in funding both nationally and locally.

## **Responses to Individual Recommendations**

**80. Recommendation 1: That the Council accepts the principle that it is possible, at no detriment to tenants, to use current tenants' spending on heating, for investment in energy-efficient housing instead. Furthermore, that it revisits the specifications for its proposed housing developments to include income from a 'comfort plan' akin to that charged by Nottingham City Housing for Council tenants in ultra-high efficiency homes.**

81. Whilst it is accepted that this is a desirable outcome, the means to achieve this at scale have yet to be identified. Information has been sought from Nottingham City Homes to inform our thinking on this and understanding about how to achieve this at scale. Officers will report back on this to the Cabinet Member.

**82. Recommendations 2: That for its new-build affordable rent housing (as opposed to social rent) the Council includes energy bills within its rent.**

83. See response to recommendation 1.

**84. Recommendation 3: That the Council:**

- a. **invests in Oxford Direct Services to ensure that it has the skills, equipment, and expertise to deliver the required retrofit services. These must be suited to the variety of retrofits it will encounter in retrofitting the Council's own housing stock by 2030. Even where there is not necessarily a business case to do so, that the Council work to develop within its own supply-chain the capacity to deliver those services**
- b. **regularly market tests the level and type of demand for retrofitting to lead investment decisions in Oxford Direct Services. Particularly attention should be given in those areas where its relationship with the expertise within the Council may give it a competitive advantage, such as heritage conservation.**

85. ODSL has been in dialogue with Abingdon and Witney College about its requirements for both apprenticeships and short courses. Abingdon and Witney College has received specific funding through the Growth Fund to develop a training facility which is aimed at meeting this need. <https://www.oxfordshirelep.com/news/article/abingdon-and-witney-college-secures-funding-bicester-skills-centre-oxlep-local-growth>. Both the Council and ODSL have been consulted about this development along with other employers in the industry.

86. ODSL is seeking to develop this work as an area of expertise and is discussing opportunities with partners in the development of their supply chain. This has been included in the Draft Business Plan 2021/23 for ODS.

- 87. Recommendation 4: That the Council approaches the retrofitting of Council-owned properties with a view to securing the greatest overall carbon reduction in the shortest amount of time in the most cost-effective way, and that as part of this it develops a set of standard packages of work that can be undertaken simultaneously to ensure energy efficiency measures are also delivered at least inconvenience to the tenant.**
88. This recommendation is accepted. The proposed principle for guiding retrofit work is one which the Council has already approved. A 'sweet spot' needs to be found that balances the practicality of delivery, resident disruption/ convenience, value for money of delivery and carbon reduction levels.
89. The approach will be to assess those property types that are the worst performing and balance that against the factors identified above to secure the most effective programme. As identified elsewhere in this report, a small number of properties may be beyond economic improvement.
90. In addition the void standard is to be enhanced to include energy efficiency and carbon reduction works, to take advantage of the position when properties are vacant.
- 91. Recommendation 5: For properties for which it is uneconomic to retrofit to zero carbon standards, that the Council reviews the business and whole-life carbon case for maximising the use of the land (for example by demolishing existing buildings and constructing zero carbon replacements at increased density).**
92. This recommendation is accepted. This is in line with the approach proposed for assessing the best course of action for different building types. Obviously, another factor to consider is the views of tenants.
- 93. Recommendation 6: That the Council:**
- a) **monitors and develops a strategy, including increasing the practicality to tenants of the retrofitting offer, to reduce the high refusal rate for energy-efficiency improvements in Council-owned properties, and**
  - b) **identifies retrofitting champions amongst its own tenants and those in other accommodation who are willing to talk about their experiences of retrofitting to those interested in following suit.**
94. The recommendations are accepted. The idea of tenant champions will be incorporated into the existing tenant ambassador scheme.
95. The Review Group examined several areas of good practice including support to residents on adopting low-carbon lifestyles, providing information on bus routes, raising awareness of nearby low-packaging shops, and drawing attention to the amenities available in the area.
- 96. Recommendation 7: That the Council undertakes post-occupancy energy evaluations for the City Council's commercial stock.**
97. As commercial property becomes vacant, we already undertake a post-occupancy survey which includes evaluations for energy efficiency. At present for commercial buildings to be let they must have an EPC rating of E. From April 2023, EPCs will also apply not only to all new lettings but also to all existing commercial leased properties; Government is

considering proposals to move to a higher 'B' Rating. As a result, we are seeking opportunities to ensure future proofing is included in refurbishments in advance of the 2023 date where we are planning repairs and maintenance projects. In addition, we have commissioned a condition survey for the whole portfolio which will inform and help us to develop a programme to work towards an Energy Performance Certificate (EPC) 'B' rating where this is possible. It should be noted that much of the existing commercial portfolio may present challenges to reach a 'B' rating due to its age and nature of the buildings.

**98. Recommendations 8: Where possible, the Council will include within lease agreements requirements for commercial property tenants to use renewable electricity, monitor usage and make the information available to the Council to guide the Council's energy improvement decisions.**

99. We will consult with our existing commercial tenants to understand their appetite for the Zero Carbon agenda, what measures they are undertaking in their businesses and signposting them to energy saving initiatives. For SME's there are organisations, such as the Low Carbon Hub, to help deliver energy initiatives for carbon improvements. In this way we will be able to suggest to tenants that they use renewable energy sources, monitor their energy use, and provide that information to us for monitoring purposes and to guide our decision-making processes. We will also encourage our tenants who are looking to make improvements to their properties to do so reflecting the Zero Carbon agenda. However, due to the nature of commercial property leases for the existing tenants we cannot alter lease terms or introduce new requirements without tenants' agreements to such changes.

100. We will explore the principals of 'Green Leases' on all new lettings. We will also secure agency advice on new lettings in respect of sustainable energy and if we are able (without a loss of income), we will require tenants to use sustainable solutions. Additionally, we will provide a welcome pack for all new tenants signposting energy saving initiatives.

101. We will secure advice to help us explore new funding models and obtain specialist commercial advice on future portfolio operating models and leasing approaches of commercial assets to inform whether additional costs could be passed onto tenants and/or use of Salix e.g., OCC pays the bills or recharges our tenants in a service charge type arrangement.

102. In addition, we have contacted other local authorities with similar commercial portfolios to ascertain how they are reacting to the Zero Carbon Agenda. This best practice will be incorporated into future planning to reduce carbon within the commercial portfolio.

**103. Recommendation 9: That the Council undertakes a review of the energy efficiency of its non-domestic stock, including community and sports facilities as well as its commercial portfolio, and develops a plan on how it intends to bring these in line with the Council's goal for the City to be carbon-neutral by 2030.**

104. As part of the condition survey work already underway, the council will review the energy efficiency of its operational and commercial portfolios.

105. The new Asset Management Plan (2021/2031) will provide the strategy for the environmental sustainability themes (which includes the goal for the operational portfolio to be carbon neutral by 2030 wherever possible).

106. It will also provide an annual monitor for the Minimum Energy Efficiency Standards (MEES) April 2023, which will apply to all existing lettings not just new ones, together with its programme for achieving EPC Grade B, subject to business case.
107. The Council has commissioned condition surveys for the whole commercial portfolio, and this will provide essential data with an indicative cost. This will result in a business case being presented during 2021 for the necessary upgrades to the building fabric. It should be noted however, that many properties are older retail and hospitality assets, and carbon reduction may prove to be more difficult and have the potential to be expensive to deliver.
108. The Council has already identified its top eleven least energy efficient buildings and is addressing these incrementally, for example installing heat pumps as a replacement for fossil fuel gas boilers in Blackbird Leys Pool & Leisure Centre.
109. Community and sports facilities owned by the City Council, where the Council pays the utility bills, or are subject to agreements with FUSION are covered as part of the Carbon Management Plan. These are already factored into the Council's programme moving to achieve a net zero carbon position by 2030.
110. We will continue to explore various funding models, take expert advice, and ascertain where we will be able to utilise Salix funding for these improvements or such other government funding initiatives such as Public Sector Decarbonisation Scheme grant.
- 111. Recommendation 10: That the relationship between OCHL and Greencore Construction be cultivated to:**
- a) allow learning for OCHL on high standard/low-cost green build approaches, and to develop a business case on how the Council might replicate similarly energy efficient homes at similar prices**
  - b) allow informed political support for Greencore Construction's plans for the building of 500 climate positive homes in Oxfordshire.**
112. In developing our understanding and delivery model, the Council and OCHL is working in collaboration with a range of organisations and is already in discussion with Greencore Construction about several sites and have introduced them to ODSL for some new smaller sites. There is the need to continue to investigate whether the model could result in low-cost options for sites that are under consideration.
113. As with any new contractor that the City Council seeks to partner there is the need to see the finished product and not stretch contractor capacity beyond their immediate capabilities. It is suggested that a phased approach is adopted including performance gap modelling. The Review Group will be aware of performance gap issues which can cause problems for tenants and potentially cost more. There is increased optimism about building performance as knowledge increases however there is still the need to be mindful of occurrence of building performance in 'real life' rather than modelled approach. OCHL is currently in the process of establishing a framework of MMC/ Off site manufacture suppliers to support the 'fabric first' approach
114. As was noted by Review Group, 50% of the OCHL housing developments are being built for private sale, so it is important to consider their design. The Council can maintain a positive influence over the emissions from these building after they pass into private ownership. Review Group commended Passivhaus standard. Passivhaus provides a high

level of occupant comfort while using limited energy for heating and cooling, through a fabric first construction that can be certified through a rigorous quality assurance process.

- 115. Recommendations 11: The Review Group makes the following recommendations:**
- a) That private homes built through the Council's companies are electric-only and built with a 'fabric-first' Passivhaus approach, ensuring that, if not fitted initially, on-site renewable energy can be easily retrofitted at a later date.**
  - b) Council will ensure that its wholly owned companies develop KPIs around the rate of heat transfer through a structure (u-values) and the airtightness of the properties they develop to Passivhaus levels and these KPIs will be reported regularly to the shareholder.**
116. The recommendations are agreed to as aspirational targets - the route to achieve these is set out below.
117. All new developments are now supplied only with electricity connection which means that high levels of insulation combined with electric heating must be achieved. Whilst this is a step forward it is not the same as achieving Passivhaus standards. OCHL are examining the Passivhaus standard whilst evaluating other cost priorities.
- 118. Oxford City Housing Ltd (OCHL) is bound by the Oxford City Council Local Plan, new developments are required to go 40% further than government targets on carbon emissions, while balancing other policies within the plan. OCHL's current business plan includes an ambition to exceed the target with a stretch target of 70%.**
119. OCHL is currently reviewing targets within the business plan refresh for 2020 and intend to discuss further with the shareholder the trade-off between making an appropriate return for the council and achieving low carbon homes. The 'fabric first' approach is a good principle that is fully endorsed. OCHL has commissioned some exemplar sites such as the bungalows at Bracegirdle Road, being delivered by ODSL. These will be used as learning and stretch projects to speed up the transition to higher standards.
120. The Council as shareholder will work with OCHL to further explore the appropriateness of developing KPIs to measure this.
- 121. As the Review Group noted, human behaviour within buildings is central to performance. Smart metering may be a support for some owners or tenants.**
- 122. Recommendation 12: That the Council includes super-smart metering within the homes OCHL builds.**
123. The Government requires all energy suppliers to install smart meters into all homes by 2024. Smart Metering Equipment Technical Specifications or SMETS sets the standards for smart metering. The newest generation of smart meters are SMETS2. SMETS2 are cross compatible across energy suppliers.
124. SMETS 2 standard meters are installed in all new developments requiring connection to the grid.
125. The supply chain for low carbon construction as the Review Group noted is far from optimal. Current experience shows that local suppliers are not able to provide materials in the volumes required.



- 126. Recommendation 13: That the Council**  
a) **partners with other significant purchasers of sustainable building materials to develop a group-buying syndicate.**  
b) **supports at OxLEP and other suitable fora the suggestion for developing an eco-business park in Oxfordshire.**
127. There needs to be both the creation of a pipeline of work and a matching supply chain.
128. We are exploring this through two routes. Firstly, through support for the Cosy Homes project which is seeking to achieve both in the domestic market. Second, we are seeking to collaborate across public bodies who have made bids under the decarbonisation fund.
- 129.** We will raise the issue from b) through our involvement in the Clean Growth Group of the LEP.
130. The Council notes and agrees the Review Group experience of feedback on how well-placed Oxford, and the Council, is to engage in and deliver, in partnership, projects of national significance in terms of low carbon housebuilding. Also noted if the concern in relation to pilot projects and it is agreed that a 'first of many' approach should always be sought.
- 131. Recommendation 14: That the Council ensures its tenants and purchasers of Council-built homes are supported as much as possible to engage in low-carbon lifestyles, such as through welcome packs providing information and potentially discounts at local food coops, bike shops and bus passes.**
132. This recommendation is accepted. This proposal will be developed in consultation with tenant champions and ambassadors.
- 133. Recommendations 15: That the Council prioritises, in partnership with other bodies, one flagship project of national significance around zero carbon building, and that it prioritises the learning from the flagship project to inform and improve future construction of zero carbon buildings.**
134. Since the Review Group report was published, ODSL has commenced work on building eight zero carbon council homes across three sites in Oxford. The new homes will be zero carbon for regulated energy use, lighting, space, and hot water heating. Two one bedroom and two two-bedroom retirement homes will be built on a site between existing homes in Bracegirdle Road and Chillingworth Crescent. Garages behind Mortimer Drive will be replaced with two one-bedroom and one two-bedroom single-storey retirement homes. A further two-bedroom single-storey retirement home will be built in Broad Oak. All the homes are wheelchair accessible
- 135. Recommendation 16: That the Council will develop TANs to support the implementation of the Local Plan. One of these should include advice relating to Local Plan Policy RE1: Sustainable Design and Construction.**
136. This recommendation is accepted. The Council will produce a Technical Advice note on Sustainable Design and Construction which will include Policy RE1 to support the plan policy and provide further guidance. This is committed within the Local Development Scheme agreed by Cabinet in July 2020.

137. **Recommendation 17: That the Council will seek to bring forward an SPD for the West End, which will include some advice on sustainable design and construction in this area.**
138. This recommendation is accepted. An SPD for the West End will be included in the Local Development Scheme which was agreed by Cabinet in July. This will include an overview of the scope of this document, which will include some advice on sustainable design and construction in this area linked to the Oxford Local Plan 2036 under which this SPD will sit.
139. **Recommendation 18: That the Council in its drafting for the Local Plan 2040 includes zero carbon targets for new non-domestic property.**
140. This is a complex area given there are a range of external factors will be at play. The Local Plan will seek to build upon Local Plan 2036 and seek to deliver policies that continue to go further on these issues national policy allowing. There is still a role for a range of bodies to lobby government in relation to what is required nationally and allowed for locally. Developers need to be encouraged to go beyond what is viable. Finally, government is seeking to change the planning process for the future.
141. The Review Group perception is that the Council at present struggles to balance the needs of sustainability and heritage, with heritage considerations being given excessive weighting in decision-making. Seeking a balance is also complicated given the legislative framework around listed building consents and conservation areas.
142. **Recommendation 19: That the Council**  
a) **takes measures to ensure that in situations where conservation and building efficiency are in conflict, Conservation Officers will hold a presumption in favour of efficiency, particularly in situations where there is no or low visual impact**  
b) **takes the earliest opportunity to state its position regarding the balance between sustainability and heritage, and explicitly confirms the presumption in favour of sustainable development, with Cambridge City Council's position being considered a good example.**
143. It needs to be recognised that there is a statutory obligation to place great weight on the preservation of designated heritage assets such as listed buildings and conservation areas. This is a legal requirement and while it does not mean that change cannot occur to such assets it is a significant material consideration that needs to be weighed in the balance. Therefore, it is not possible to hold a presumption in favour of efficiency over the impacts on the significance of such assets, as it will depend on the specifics of the case.
144. The Council is preparing a TAN looking at heritage and climate change – listed in LDS agreed by cabinet in July 2020. This is to take a proactive approach building on best practice to make clear to applicants the opportunities and interventions that are possible as there are many. Officers attend regular training, and this area continues to be a focus to ensure staff are up to date on best practice.
145. Various funding mechanisms were discussed by the Review Group around incentivising energy efficiency including Community Infrastructure Levy (CIL) and s106 payments.

- 146. Recommendation 20: That the Council explores options by which it might incentivise developers to build homes that reach zero carbon standards, including exploring the legality and practicality of introducing a reduced CIL level, s.106 contributions and other charges for zero carbon homes.**
147. It is not possible to use CIL and S106 as an incentive in this way. CIL is set and must be paid accordingly but there are reviews of the planning obligation regime nationally. There is a need to evidence the necessity for change in this area for the next Local Plan within the national policy context which may have changed by then.
148. The building regulation changes may offer the best opportunity to achieve a major shift by having a more aspirational national standard to build to that hopefully can be added too if evidence supports it locally. However, national planning changes may remove the ability to have local standards in this way. This was also mooted in the Future Homes Consultation.
- 149. Recommendation 21: That the Council**
- a) develops a mechanism by which innovative sustainability solutions proposed at the pre-application stage can be reviewed by specialist officers.**
  - b) considers how it can provide greater support throughout the Planning service to those applicants wanting to build according to best practice.**
150. The pre-application process already involves the relevant specialist services where necessary and has set up specialist briefings to provide these services with greater insight into schemes. Oxford has piloted and trialled a range of innovative solutions.
151. Oxford has a rich heritage environment there is still scope to further develop skills in relation to heritage and low carbon approaches.
- 152. Recommendation 22: That the Council ensures that its conservation officers receive training in eco building approaches to historic buildings including visiting good examples in Oxford and elsewhere.**
153. Officers are seeking out training and this will be built into officer CPD objectives to increase knowledge in this area. Some training has already been attended. All officers will get further training as Government standards, guidance, regulations, and legislation changes going forward.
- 154. Recommendation 23: That the Council promotes its Building Control service on the basis of the service level it provides, particularly with regards to access to advice, help, and assistance around sustainability and heritage.**
155. The Council's Building Control Service can use this approach as a means of promoting its services and expertise in this area. Oxford has a very high number of rented properties. A House of Multiple Occupation (HMOs) is defined as being 'rented out by at least 3 people who are not from 1 'household' (for example a family) but share facilities like the bathroom and kitchen'. To offer such a property for rent it is a legal requirement that a licence be held, and which is granted in Oxford by the Council. At present, 4321 properties are licensed (though this figure represents only 82% of the estimated total number of HMOs in the City.)

- 156. Recommendation 24: That the Council investigates the viability of amending its voluntary HMO landlord accreditation scheme to incentivise HMO landlords to provide properties of EPC rating band C or higher.**
157. Agents and landlords are currently incentivised to join the accreditation scheme through lower HMO licencing fees and one of the criteria for membership is to currently ensure properties have an EPC rating of 'D' or higher. This is based on a current legal requirement for a minimum of 'E', so the scheme is going above minimum statutory standards. Energy efficiency will form part of the annual scheme review and the viability of moving to the EPC rating band C will be considered.
158. In addition to its licensing of HMO landlords, the Council is in the process of developing proposals to put to central government for permission to implement a selective licensing scheme. A selective licensing scheme would cover, subject to several limited exceptions, all non-HMO rental properties within the City.
- 159. Recommendation 25: That the Council investigates the potential within a selective licensing scheme means of encouraging landlords, possibly through reduced fees, to provide more energy-efficient rental accommodation.**
160. Discounts for a selective licensing scheme have been proposed for those landlords and agents who are members of the accreditation scheme as above. The case law regarding licensing fees restricts the Councils ability to charge lower fees purely based on the EPC rating of the premises.
- 161. Recommendation 26: That the Council actively engages as a convener stakeholder involved with sustainable building, or those it would wish to see become involved, and as part of this convenes a zero-carbon building summit akin to that run on electric vehicles**
162. It is very likely that one of the key working groups emerging in the Zero Carbon Oxford partnership at the Zero Carbon Oxford summit will be around buildings. This proposal will be put to that working group.
- 163. Recommendation 27: That the Council as a shareholder of its own construction company and a major stakeholder in other construction projects uses its position to increase the number of local apprenticeships available in energy-efficient construction methods.**
164. This recommendation is accepted. Beattie Passivhaus has links with local training provider Toolshed and they work to train and develop young people. This will be explored however this may need to be developed when resources are less pressured unless addition resources are deployed to achieve this.
- 165. Recommendation 28: That the Council joins, promotes and supports the website of Oxford Together on Climate Change**
166. This recommendation is accepted. Work is already underway to promote the website and seek to provide content.

- 167. Recommendation 29: That the Council works to create hands-on opportunities for children and young people during its development and retrofitting of properties to allow children and young people to learn about low-carbon housing.**
168. This recommendation is accepted: it is the sort of initiative that is proposed to be explored with the additional resources included as bids in the Council's Consultation budget
- 169. Recommendation 30: That the Council informs applicants to the to-be ringfenced portion of its grant funding budget for voluntary and community responses to the Climate Emergency of alternative funding as a matter of course, including that from the Low Carbon Hub small grants pot.**
170. Without change to our intent, the Council is revisiting the work we have done to review the grants programme due to the pandemic. A prospectus for such grants could be developed and the council could assign a portion of the grants pot to that prospectus. We will liaise with the Low Carbon Hub about appropriate sign posting to their grants.
- 171. Recommendation 31: That the Council supports the ongoing efforts of the Parish Council Forum to hold workshops for all parish councillors within the district and immediate neighbours on ways in which the councils might be able to support each other in helping deliver local projects to reduce carbon emissions.**
172. A parish council workshop was planned for March 2020 however it had to be postponed because of the COVID-19 situation. The Cabinet member for Zero Carbon Oxford will be participating in a parish council meeting on this topic in early 2021. A virtual event will be delivered in 2021 on local action.
- 173. Recommendation 32: That the Leader writes to the relevant Secretary of State proposing that Stamp Duty levels be adjusted according to environmental standards.**
174. Stamp Duty Land Tax is a matter for the Treasury. The Leader has liaised with Anneliese Dodds MP, Shadow Chancellor of the Exchequer who has written to Rishi Sunak MP, Chancellor of the Exchequer.
- 175. Recommendation 33: That the Council investigates the potential to map eco-system services and natural capital at a district and sub-district level and quantifies the resources required to take a strategic approach to identifying what sorts of eco-system and natural habitat are required where and in what quantities.**
176. The Council notes the view of the Review Group that there is a lack of information available to the Council which puts environmental and biodiversity concerns at a systemic disadvantage. There are range of co-benefits around the natural environment for residents and visitors to Oxford.
- 177. Recommendation 34: That OCHL work with biodiversity partners on its housing developments, to inform the biodiversity-enhancing work undertaken, and to monitor its effectiveness.**
178. OCHL will as a minimum meet the Local Plan requirements for net biodiversity gain in significant developments. Support in reviewing additionality over and above the

requirements can be provided by the Ecologist. The Council's consultation budget includes for additional resources for biodiversity work.

- 179. Recommendation 35: That the Council as shareholder to Oxford City Housing Company requests a report to be made to detail how OCHL will abide by the Council's own Biodiversity Technical Advice Note, particularly pages 31-33 (ecological enhancements) and 34-39 (enhancements for species). Detailed reporting to be given on the use of swift bricks, hedges instead of walls and fences, the installation of bat boxes, and how greenery planted will prioritise native species, drought**
180. This will be considered at a Shareholder meeting and will be for Shareholders to decide on.
- 181. Recommendation 36: That the Council consults with residents of Council accommodation with communal garden areas over their views on whether they would welcome activities to support greater biodiversity, including, amongst other things, swift boxes, tree planting, pollinator-friendly planting, reduced cuts and the removal/creation of holes in walls and fencing.**
182. The Great Estates Programme already includes environmental and landscape improvements but will be further enhanced to achieve greater biodiversity in consultation with residents.
- 183. Recommendation 37: That the Council investigates the feasibility of wildflower verge planting and a reduced cutting schedule, and if it is found to be deliverable to consult with residents on their interest in the Council delivering such a scheme.**
184. This proposal was investigated as part of the budget preparations for 2021/22 and provision was made to implement this in appropriate areas.
- 185. Recommendation 38: That the Council reviews its management of Shotover Park and develops recommendations as to how it can further foster the biodiversity it supports.**
- 186.** Shotover Park, situated on the southern boundary of the City, is a site of Specific Scientific Interest as an area of national importance for wildlife. It is subject to a management plan, approved by and under the supervision of Natural England. In addition to the work undertaken by the Council multiple groups of volunteers also work to preserve the wildlife. Those groups are routinely consulted about those management plans and how the area could be improved.
- 187. Recommendation 39: That the Council redesignates Headington Hill Park as an arboretum and adjusts its management and biodiversity practices concerning it accordingly.**
188. Headington Hill Park was originally an arboretum, it has a higher concentration of rare species of tree than other parks run by the Council. Current management plans, which consider Headington Hill to be a park rather than an arboretum, which has a broad range of habitat management better suited to the natural resources of the area. Over an extended period of time this will see the range and nature of trees change. The key driver for new

planting will be about adopting species suitable to the changing climate as part of the evolving mitigation plan for the city.

**189. Recommendation 40: That the Council develops a ‘how to’ resource for interested community groups and individuals wanting to engage in tree planting but do not know where to start, including where to access expertise.**

190. This recommendation is accepted. There are some excellent resources online from a range of sources including the Royal Horticultural Society on tree planting. The Council will develop material for signposting to online and consider what further support can be given to tree planting within the city. For example - two ‘tiny forests’ in consideration for the next year, “Tiny forest” is small, circa 50 fast growing trees, designed to mimic native woodland.

**191. Recommendation 41: That the Council facilitates landscape improvements and tree planting with community groups by making ODS machinery and staff operatives available.**

192. The Council has signalled its support to the idea of doubling the tree cover in Oxfordshire by 2045. To maximise the biodiversity impact of this pledge it is vitally important that it follows the principles of natural resource mapping. Planting trees does not always produce the best biodiversity outcome in any location. It is important therefore that resources are directed to that mapping work so that a strategic plan can be agreed across Oxfordshire.

193. The council will continue to support the work with volunteers to plant bulbs, trees, and shrubs to boost biodiversity. As an example, approximately 5000 snowdrop and bluebell bulbs were planted in spring 2020. Volunteers also planted trees, hedging and shrubs on the Oxford Canal near Frenchay Road. The Waterways project also ensured 750 waterside marginal plants were planted and new bird-nesting boxes, insect-hotels, hedgehog and toad habitats and kingfisher-posts were installed.

**194. Recommendation 42: That the Council expresses its support for the recovery of nature and zero carbon housing at the Conference of Parties 26 meeting in Glasgow in November 2020 via its UK100 representative.**

195. The City Council is exploring its own interactions with the COP26 summit. In addition, the Council will work with UK100 and supports a proposal put to the Growth Board that Oxfordshire together makes a submission to COP 26 setting out what has been achieved, what more is possible and the linkages to our low carbon economy potential. This could prove to be the basis of international and national funding bids. If approved by the Growth Board in February a small financial contribution from the City Council is likely to be required.

**196. Recommendation 43: That the Council devises a policy which balances the delivery of efficient and accredited offsetting with tangible local benefits. Specific consideration to be given to investing in ‘pure’ carbon-offsets and donating the spread figure between the price of those and ‘co-benefit’ carbon-offsets to the Lord Mayor’s Climate Fund.**

197. This recommendation is accepted. An offsetting policy will need to be developed as part of the work programme in 2021/22.

198. **Recommendation 44: That the Council introduces a corporate target on the number of miles driven by staff per month in commuting to work and seeks similar targets to be instituted for its companies.**
199. This work will be required as we seek to address the Council's scope 3 emissions. It will be existing initiatives which seek to limit private vehicle use by staff, such as incentivising bus and cycle use.
200. **Recommendation 45: That the Council, and its companies, use the opportunity of central government's removal of the £1000 Cycle to work cap to support staff in the purchasing of electric bikes through statements of support, internal awareness-raising of the Cycle to Work scheme, and organising trial opportunities for electric bikes.**
201. This recommendation is accepted – information will be communicated to staff.
202. **Recommendation 46: That the Council undertakes a review of how it can reduce work-related petrol/diesel miles, including exploring the potential for use of electric car club vehicles as an alternative to pool cars for staff travel. Also, whether it can include an offset option for staff wanting to contribute towards mitigating the carbon impact of their work journeys, and for a similar undertaking to be implemented in its companies.**
203. The City Council's commuting carbon footprint is baselined at approximately 820tCO<sub>2</sub>/y, (covering the City Council and ODS). This assumes commuting every weekday (with allowance for bank holidays, leave, sick leave), with data from the south east for modes of travel pre-pandemic. If post-COVID-19 onset, working-from-home averages 4 days per week, this would reduce by c.560tCO<sub>2</sub>e. (The Council encourages sustainable travel by: Cycle-to-work Scheme; mileage for using bike for workplace travel; interest free loans to buy public transport season tickets; ability to work from home/flexible. The potential for maintaining a more flexible approach to working is being explored which should lead to reductions in both commuting and office space-based emissions.
204. The Council has a plan for the electrification of its fleet, by mid-2021 35% of the fleet will have been converted and the first electrically powered refuse freighter will be in operation.
205. The Council's staff work related travel is already heavily geared towards bus and cycle travel. The remainder of these scope 3 type emissions will need to be picked up in the next phase of the council's carbon management plan.
206. **Recommendation 47: That the Council records and reports on the number of 20p per mile cycling payments made and engages in promotional activity to increase the proportion of work-related cycle journeys made including consideration of the financial impact of increasing the rate to 45p per mile.**
207. Records from payroll show that there are very few mileages claims for cycling. Anecdotal evidence is that staff do not feel the necessity to be compensated for journeys by bicycle. Therefore, this is not seen as a priority for action.



- 208. Recommendation 48: That the Council consults with stakeholders on the feasibility of ‘shower and change only’ memberships at Council-owned gyms and leisure centres.**
209. This will be raised with the Council’s leisure service provider. However, it should be noted that at present we are going through the phased re-opening of facilities and the focus is on base service provision at a price that the council can afford.
- 210. Recommendation 49: That the Council continues to give its support to County Council applications for Controlled Parking Zones.**
211. This recommendation is accepted, this work is already underway and is reflected in the council’s consultation budget. The City Council is a funder and partner of the County Council’s CPZ scheme and linked schemes such as Connecting Oxford and will support such schemes where there is resident support.
- 212. Recommendation 50: That the Council audits the workforce skills and capacity required to deliver the Council’s commitments on Climate Change.**
213. This is particularly apt in the areas of buildings and housing and is being followed up in that context including the transfer of knowledge during the de carbonisation grant projects.
- 214. Recommendation 51: That the Council begins to model the carbon effects of its proposed policy decisions using data modelling akin to the Centre for Digital Built Britain.**
215. This recommendation has been considered and the following are the practical and affordable steps that are considered appropriate and deliverable at this stage.
216. The revised Carbon Management Plan commits to exploring carbon budgeting to see what benefits this might bring to the programme to de-carbonise those buildings where the council is the customer for the energy on the site.
217. The Board Member has also proposed that the council introduces a review of the environmental policy to be included in all key decision reports to put to the Cabinet.
218. More widely the council is commissioning, the modelling of carbon budgets for the city and 5 yearly reporting replicating the work of the CCC at a local level to inform and guide the progress of the Zero Carbon Oxford Partnership.
- 219. Recommendation 52: That capacity-building to act upon learning is included within bids for grant funding.**
- 220.** This recommendation is accepted. Projects across the City Council are developed and delivered using Prince 2 methodology or equivalent. Lessons learnt exercises are recommended to be undertaken along with regular sharing of project updates and learning. Recent reviews have pointed to the need to build capacity in project assessment and management related to carbon improvements in buildings.

- 221. Recommendation 53: As part of its carbon monitoring and reduction, the Council includes estimates of energy use from Council housing, rather than simply their communal areas.**
222. This would require modelling and data work to gain insights into energy use by tenants and would need new, additional resource. This will be considered when the data from the condition survey is being used to draw up the carbon reduction strategy for the housing stock.
- 223. Recommendation 54: That the Council will require companies from whom it procures services to measure the carbon cost of their activities and that the Council includes those costs within its carbon reporting.**
224. We need to do some soft market testing as to whether typical suppliers can meet or adapt to meet this requirement. It is possible to signal such a requirement as being a factor that would be considered in the scoring of the quality element of bid. This will be considered further at the next iteration of the procurement strategy.
- 225. Recommendation 55: That the Council reviews its investment criteria to enable investment in energy cooperatives, possibly through Social Impact Bonds or other means.**
226. The Council annually reviews its Treasury Strategy and makes recommendations to Cabinet and Council for any changes. Its investment strategy must by law follow SLY principals of Security, Liquidity, and Yield to protect the Councils financial position which is even more important in the current global pandemic. Whilst the council will continue to examine various institutions in which to invest for return, property funds and Low Carbon Hub.
- 227. Recommendation 56: That the Council considers the 31 recommendations made by Ashden on actions Councils can take in light of the Climate Emergency alongside those made in this report.**
228. The 31 recommendations work which was jointly produced by Friends of the Earth and Ashden has been in use by Oxford City Council in its work since 2018. We have made very good progress towards implementing the recommendations. The city council in leading the cross county group of local authorities regarding the climate emergency has promoted the framework as a good place to start to other authorities and we have shared our good practice with them.

## CONCLUSION

The Scrutiny Review Group expended considerable effort to bring a range of views and experience before the city council. A wide range of recommendations were made that were timely as they coincided with the updating of the Council's Asset Management Plan and revision of the Carbon management Plan in a form that provided a framework for the delivery of the Council's ambition to become a net zero carbon organisation.

This response provides an opportunity to provide an overview of the Council's thinking across these and other plans and to consider in detail the issues raised during the review and recommendations made.

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